

# **Franklin County Growth Management**



## **Comprehensive Plan**

**Resolution Number 2008-089**

**Franklin County Growth Management Comprehensive Plan  
adopted February 27, 2008**



# FRANKLIN COUNTY

## BOARD OF COMMISSIONERS

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### RESOLUTION NUMBER 2008-089

#### BEFORE THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, WASHINGTON IN THE MATTER OF COUNTY PLANNING

**RE:** A Comprehensive Plan Amendment (CPA 2007-02). This is the 2007 Growth Management Act (GMA) required (RCW 36.70A.130) Comprehensive Plan Update to the Franklin County Growth Management Comprehensive Plan. The original Franklin County Comprehensive Growth Management Plan was adopted in 1995 and was updated in 2005 as part of the 2007 Update process. This process is being completed in conjunction with the amendment and/or re-establishment of the Urban Growth Area Boundaries for the Cities of Connell, Kahlottus, Mesa and Pasco.

**WHEREAS**, on February 27, 2008, the Clerk of the Board did set a public hearing for Comprehensive Plan Amendment – CPA-2007-02, to consider the recommendations of the Franklin County Planning Commission in regards to the 2007 Growth Management Act (GMA) required (RCW 36.70A.130) Comprehensive Plan Update to the Franklin County Growth Management Comprehensive Plan, and

**WHEREAS**, at the public hearing the Board has found as follows:

1. Notice of public hearing was given in accordance with statute.
2. The Planning Commission after public hearing and consideration on December 11, 2007, did recommend approval of said application.
3. The following findings of fact imposed on the application have been accepted by the Planning Commission.
  - a. The Growth Management Comprehensive Plan Update is consistent with the requirements of the Growth Management Act – RCW 36.70A, including the Update requirements specified in RCW 36.70A.130.
  - b. The Growth Management Comprehensive Plan Update is consistent with the requirements of the Growth Management Act – RCW 36.70A for consistency and concurrency requirements.
  - c. The Growth Management Comprehensive Plan Update is consistent with County Resolution 93-015 the County Wide Planning Policies.
  - d. The Growth Management Comprehensive Plan Update process has been consistent with and is in compliance with the public participation requirements in RCW 36.70A.035 and 140.
    - i. Notification of the YR 2004, 2005, and 2007 Public Meetings/Workshops, Open Houses, and Public Hearings were posted as per County Ordinances and State law.
    - ii. A Public Participation Program was disseminated by the Planning Department in 2004 describing the calendar of events leading up to the December 11, 2007 Public Hearing.
    - iii. All workshops/public meetings, open houses and public hearings were advertised as open to the public and public input opportunities were granted on each occasion.

**RESOLUTION NUMBER 2008-089**

CPA-2007-02

Page 2

- iv. Both verbal and written comments have been received regarding the Update.
- v. To further increase public awareness for the process, Public Service Announcements (radio and newspaper) were conducted for various dates. The increased public awareness through advertised workshops and open houses has increased the public participation and input in this Comprehensive Plan Update by County residents.
- vi. The following Public Meetings/Workshops, Open Houses, and Public Hearings were held and advertised in the Franklin County Graphic and Tri-City Herald Newspapers.

September 2, 2003	Planning Commission	Workshop in Pasco
July 6, 2004	Planning Commission	Public Meeting/Workshop in Pasco
July 26, 2004	Commissioners	Public Meeting/Workshop in Pasco
August 3, 2004	Planning Commission	Public Meeting/Workshop in Pasco
September 8, 2004	Commissioners	Public Meeting/Workshop in Pasco
September 7, 2004	Planning Commission	Public Meeting/Workshop in Pasco
October 5, 2004	Planning Commission	Public Meeting/Workshop in Pasco
December 14, 2004	Open House	Open House in Mesa
December 14, 2004	Open House	Open House in Basin City
December 16, 2004	Open House	Open House in Kahlotus
December 16, 2004	Open House	Open House in Connell
January 11, 2005	Open House	Open House in Pasco
January 19, 2005	Commissioners	Public Meeting/Workshop in Pasco
February 1, 2005	Planning Commission	Public Meeting/Workshop in Pasco
March 15, 2005	Planning Commission	Public Hearing
March 16, 2005	State of Washington	60 day review
June of 2005	Commissioners	Public Hearing (adoption)
October 2, 2007	Planning Commission	Public Meeting/Workshop in Pasco
November 1, 2007	Planning Commission	Public Meeting/Workshop in Pasco
December 11, 2007	Planning Commission	Public Hearing
January 16, 2008	County Commissioners	Public Meeting/Workshop
February 27, 2008	County Commissioners	Public Hearing - adoption

- e. Franklin County's 20 year population forecast is consistent with the County's historical forecasts and the Office of Financial Management's population forecasts for the County.
- f. Each of the Comprehensive Plan Elements has been developed to be consistent with one another.
- g. Per Chapter 42 (Amendments to Comprehensive Plans) of the Franklin County Development Regulations the following shall be determined:
  - i. The proposal **IS** in accord with the goals and policies of the comprehensive plan.
    - a. This Plan Update is consistent with the Franklin County Comprehensive Plan as required by RCW 36.70A, including the Update requirements specified in RCW 36.70A.130.
  - ii. The effect of the proposal on the immediate vicinity **WILL NOT** be materially detrimental.

**RESOLUTION NUMBER 2008-089**

CPA-2007-02

Page 3

- a. This Plan Update applies to lands throughout Franklin County.
- iii. There **IS** merit and value in the proposal for the community as a whole.
  - a. This Plan Update ensures Franklin County's continuing compliance with the Growth Management Act (RCW 36.70A, including RCW 36.70A.130).
- iv. Conditions **WILL NOT** be imposed in order to mitigate any significant adverse impacts from the proposal.
  - a. Conditions are not necessary for this Plan Update.
- v. A concomitant agreement **WILL NOT** be entered into between the county and the petitioner, and if so, the terms and conditions of such an agreement.
  - a. A concomitant agreement is not necessary for this Plan Update.

**WHEREAS**, the public use and interest will be served by approving the above-mentioned application.

**NOW THEREFORE, BE IT RESOLVED** that the above-mentioned application for the 2007 Growth Management Act (GMA) required (RCW 36.70A.130) Comprehensive Plan Update to the Franklin County Growth Management Comprehensive Plan, be approved in accordance with the provisions of the Franklin County Development Regulations, the Growth Management Act and as recommended by the Planning Commission and Planning Staff.

**BE IT FURTHER RESOLVED** that the Board of County Commissioners hereby supercede and repeal Franklin County Resolution Number 2005-215, and all other applicable resolutions and/or ordinances that have previously amended the Franklin County Comprehensive Growth Management Plan.

**SIGNED AND DATED THIS 27<sup>th</sup> DAY OF FEBRUARY 2008.**

**BOARD OF COUNTY COMMISSIONERS  
FRANKLIN COUNTY, WASHINGTON**



Robert E. Koch, Chair

Attest:



Rick Miller, Chair Pro-Tem



Clerk of the Board



Neva J. Corkrum, Member



## **Acknowledgments**

### **Franklin County Commissioners**

Neva Corkrum  
Bob Koch  
Rick Miller  
Frank Brock (past member)  
Sue Miller (past member)

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## TABLE OF CONTENTS

I	Introduction	1
II	Comprehensive Plan Elements	14
	Historical & Cultural Resources	14
	Economic	18
	Natural	25
	Land Use	38
	Population, Housing, Income	56
	Rural Lands	73
	Resource Lands	92
	Agricultural	92
	Mineral Lands	98
	Community Facilities	105
	Public Facilities	114
	Transportation & Circulation	121
	Capital Facilities	142
III.	Glossary	151
IV.	List of Acronyms	160
V.	Appendices Referenced	162

## **LIST OF MAPS**

Map 1 – Soil Map	31
Map 2 – Land Use Map	39
Map 3 – Connell Urban Growth Area	43
Map 4 – Kahlotus Urban Growth Area	44
Map 5 – Mesa Urban Growth Area	45
Map 6 – Pasco Urban Growth Area	46
Map 7 – Franklin County Census Tracts	58
Map 8 – Agriculture Lands	96
Map 9 – Mineral Resources	101
Map 10 – Community Facilities	109
Map 11 – Public Facilities	116
Map 12 – Functionally Classified Roads	125

**LIST OF TABLES**

Table 1 - Natural Resources – Agricultural	18
Table 2 - Crop Production – Franklin County	19
Table 3 - Franklin County Soil Associations	28
Table 4 – Franklin County Population by Jurisdiction, 1900-2000	56
Table 5 – Franklin County Population by Jurisdiction, 1995-2007	57
Table 6 – Urban and Rural Population, Census 2000	59
Table 7 – Franklin County Population by Race by Census Tract	59
Table 8 – Population Projections for Franklin County	60
Table 9 – Franklin County Rural Population Projections – Non-UGA	60
Table 10 – Connell Population Projections	60
Table 11 – Kahlotus Population Projections	61
Table 12 – Mesa Population Projections	61
Table 13 – Pasco Population Projections	61
Table 14 – Housing Units	62
Table 15 – Housing Unit Summary	62
Table 16 – Housing Type by Household Size, Census 2000	63
Table 17 – Average Household Size	63
Table 18 – Average Family Size	63
Table 19 – Year Structure Built	64
Table 20 – Median Year Structure Built	64
Table 21 – Personal Income 1995 – 2005	69
Table 22 – Basin City CDP – Income & Poverty, 1999	70

Table 23 – Income Poverty Level by Census Tract Block Group	71
Table 24 – Poverty Status by Age, Census 2000	72
Table 25 – Land Use Summary of Franklin County	93
Table 26 – Permitted Mining Sites	99
Table 27 – Mineral Resource Designation Criteria	104
Table 28 – Park & Trail Projects	108
Table 29 –Rural Public Schools in Franklin County	112
Table 30 –2006-2025 Transportation Project List – Rural	130
Table 31 – 2006-2025 Transportation Project List – Urban	131
Table 32 – Transportation Unfunded Project List – Rural	131
Table 33 – Transportation 2006-2025 Project Costs	132
Table 34 – 2006-2025 20-Year Transportation Costs Financial Analysis	132
Table 35 – 2006 – 2025 Transportation Financial Analysis	132
Table 36 – Projected Expenditures 20-Year Rural CIP	148
Table 37 – Projected Expenditures 20-Year Urban CIP	149

## **INTRODUCTION**

This Comprehensive Plan replaces the 2005 Comprehensive Plan, references each of the county's Capital Facilities Plans and the Franklin County Capital Improvement Schedule, as amended. The plan considers the past and present history and circumstances of the county, and the people's prerogatives, with the requirements of the GMA.

The Comprehensive Plan is a decision-making tool; a broad statement of community goals and policies that direct the orderly and coordinated physical development of the county. The plan anticipates change and provides specific guidance for land development, zone changes and the subdivision of land while maintaining the rural and agricultural character of the unincorporated county.

It is the role of county government not only to respond to the requirements of the Growth Management Act (GMA) but also to the needs of its residents and businesses. People need a safe and secure place to live, an economy that provides jobs, ways to travel, schools, and recreational opportunities.

The Franklin County Comprehensive Plan, its text and maps, includes goals and policies that will provide guidance for public and private decision-makers. This plan provides the basis for the designation of land use, for infrastructure development, and for implementing community services. This plan is written for a planning period of twenty years with periodic updates and an annual review of capital projects,

To be formally approved, the Plan has passed through a process of study and public hearing before the Planning Commission and adoption by the County Commissioners. Other regulatory measures to implement the plan will be revised or adopted in the form of ordinances such as zoning code amendments, subdivision code amendments, critical areas ordinance and Shoreline Master Plan. These implementation measures will reflect the goals policies, strategies of the Comprehensive Plan.

### **Public Participation**

Planning under the Growth Management Act began in 1991 after the county opted into the GMA planning program. In January 1993 the county adopted the County-wide Planning Policies assuring a collaborative planning process between the county and its cities. And, the county planning department additionally prepared and circulated a questionnaire to all residents of the county requesting housing information, their perceptions of the county's strengths and weaknesses and what they would like and not like to see changed, perceptions of agricultural, preservation of natural resources, the economy, jobs and the pros and cons of an aggressive economic development program, and their respective vision for the county.

In April 1993, after the questionnaire results had been tabulated, a series of public meetings were conducted across the county including the communities of Basin City, Mesa and Kahlotus. Staff additionally conducted special information gathering sessions called, "one-on-ones" with key officials and laymen in the community asking some of the same questions on the questionnaire but specific to the community. During this same period county staff prepared draft

comprehensive plan goals and policies for review and discussion, together with the synopsis of the questionnaires, the “on-on-one” discussions, and vision statement at a second series of four public meetings geographically held around the rural county. Staff additionally sought information from the public utilities, irrigation districts, school districts, and other units of special purpose governments necessary for the preparation of the comprehensive plan. The first Franklin County GMA comprehensive plan was adopted in 1995 by Resolution No. 95-071.

In 2001, after passage of HB 1487 amending several sections of the GMA, the county revised and adopted an update of the transportation element of the comprehensive plan. And, in mid 2002, the county began a general update of the comprehensive plan building on the previous collective planning effort. In September 2003 the Planning Commission began a series of advertised workshops reviewing and commenting on a “working draft” including a preliminary discussion of the urban growth area boundaries and goal and policy development which continued through the March 2005 Planning Commission meeting. During this period staff has contacted the Franklin County PUD, Big Bend Electric Association, Port of Pasco, Franklin County Park Board, Franklin Conservation District, Franklin County Historical Museum, and the various county department directors for their respective input. In December 2004, “Open Houses” were held at Connell, Basin City, Mesa, and Kahlottus, and Pasco in January 2005 to describe and review the “working draft” of the comprehensive plan revision and seek public input and comment for the final draft, which continued into March 2005. In June of 2005 the final draft of the revised comprehensive plan was adopted by the Board of County Commissioners. Work on the newly adopted comprehensive plan continued into 2006, 2007 and early 2008 through public meetings, public workshops and public hearings with the Planning Commission and the Board of County Commissioners, again seeking further public input and comment. This review was completed in an effort to comply with the 2007 GMA required Update of the comprehensive plan.

### **Growth Management Act**

The Growth Management Act (GMA) seeks to provide a managed framework for growth and development throughout the state. Factors influencing approval of GMA in 1990 included uncoordinated and unplanned growth, the lack of common goals expressing the public’s interest, and the degradation of the natural systems. Another principal factor was the threat from unplanned growth to health, safety, and to the high quality of life enjoyed by residents of the state.

The Growth Management Act requires, after adoption of the Comprehensive Plan, that the county must enact land development regulations that are consistent with and implement the Comprehensive Plan. This process will continue the comprehensive review of the County's current regulatory ordinances related to land development.

The other regulatory measures that will be reviewed and amended/adopted to implement the County's plan are the critical areas ordinance, zoning ordinance and map, and shoreline master plan, to ensure consistency with the future land use map, mandates, and policies of this Plan. This will establish the use, density, intensity, and environmental sensitivity for future development.

## **What is in the Plan?**

The Comprehensive Plan includes the following elements including; Historical & Cultural, Economic, Natural, Land Use, Population-Income-Housing, Rural, Resource Lands, Community Facilities, Public Facilities, Transportation, and Capital Facilities.

The Comprehensive Plan touches on many aspects of rural life and development, including character and a vibrant economy. The plan will serve the citizens by providing development guidelines for safe, livable, and economically viable communities.

The Plan is organized primarily into five sections. Section 2, Comprehensive Plan Elements, include the elements of the plan. These elements are directed at enhancing the rural county's livability while meeting the concerns and interests expressed by the county's residents. The GMA requires the plan to include a future land use map. The Franklin County future land use map and the text of the plan graphically describe the location of rural and resource lands, the needed infrastructure, and the fiscal planning necessary to ensure future planning is realistic. Each of the plan elements is consistent with one another and the land use and transportation elements achieve concurrency.

## **Franklin County Vision Statement**

Franklin County is a rural county based on agriculture with highly productive farmland, both irrigated and non-irrigated. An effective government, which controls taxes and, at the same time, provides continual upgrades to the County's roads and infrastructure that is in place. The County is characterized by its open spaces, quality development, and agriculturally related industries. Franklin County enjoys a diversity of population and is a good place to live with quality education in its schools, low crime rate, clean, fresh air, and friendly neighbors.

## **Plan Implementation**

Like all activities undertaken by governments, the critical activity is implementation. This Plan has been written as a guide for development for the next 20 years. It has explained existing land uses, potential future land uses, conservation of natural resource lands, and the engine of the County—the economy. It has looked toward housing of its citizens for the future and prescribed steps to be taken in this regard. There is strong feeling within the County that only through a strong planning process can the citizens create and manage their respective destinies.

## **State Goals**

*Urban Growth* - Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner [RCW 36.70A.020 (1)].

*Reduce Sprawl* - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development [RCW 36.70A.020 (2)].



*Transportation* – Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans. [RCW 36.70A.020 (3)].

*Housing* - Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock [RCW 36.70A.020(8) (4)].

*Economic Development* - Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities [RCW 36.70A.020(5)].

*Property Rights* - Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions [RCW 36.70A.020 (6)].

*Permits* – Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability. [RCW 36.70A.020 (7)].

*Natural Resource Industries* - Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses [(RCW 36.70A.020 (9) (8))].

*Open Space and Recreation* - Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks [RCW 36.70A.020(9)].

*Environment* - Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water [(RCW 36.70A.020 (10))].

*Citizen Participation and Coordination*- Ensure the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts [RCW 6A.70.020 (11)].

*Public Facilities and Services* - Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards [RCW 36.70A.020(12)].

*Historical Preservation* – Identify and encourage the presentation of lands, sites, and structures, that have historical or archaeological significance [RCW 36.70A.020 (13)].

Counties shall include a rural element (in their comprehensive plans) including lands that are not designated for urban growth, agriculture, forest, or mineral resources. The rural element shall permit land uses that are compatible with the rural character of such lands and provide for a variety of rural densities [RCW 36.70A.070 (5)].

### **State Mandates**

Each county that is required or chooses to adopt a Comprehensive Land Use Plan under RCW 36.70A.040 shall designate an Urban Growth Area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. An Urban Growth Area may include territory that is located outside of a city only if such territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth [RCW 36.70A.110 (1)].

Based upon the population forecast made for the County by the Office of Financial Management, the Urban Growth Areas in the County shall include area densities sufficient to permit the urban growth that is projected to occur in the County for the succeeding twenty-year period. Each Urban Growth Area shall permit urban densities and shall include green and open space areas [RCW 36.70A.110 (2)].

Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities to serve such development, and second in areas already characterized by urban growth that will be serviced by a combination of both existing public facilities and services and by additional needed public facilities and services that are approved by either public or private sources [RCW 36.70A.110 (3)].

Agricultural land located within an Urban Growth Area shall not be designated by a county or city as agricultural land of long-term commercial significance unless the city or county has enacted a program authorizing transfer or purchase of development rights [RCW 36.70A.060(4)].

### **County-wide Planning Policies**

The following County-wide Planning Policies were developed and adopted by Franklin County to establish a framework to ensure that county and city comprehensive plans are consistent with one another as required by the Growth Management Act.

#### **Policy No. 1**

Policies to Implement RCW 36.70A.020. The Comprehensive Plans of Franklin County and each of its cities therein shall be prepared and adopted with the objective to facilitate economic prosperity by accommodating growth consistent with the following:

1. **Urban Growth:** Encourage development in urban areas where adequate public facilities exist or can be provided in a cost efficient manner.

2. **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. **Transportation:** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
4. **Housing:** Encourage the availability of affordable housing to all economic segments of the population and promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. **Economic Development:** Encourage economic development consistent with adopted comprehensive plans. Promote economic opportunity for all residents of the county, especially for unemployed and for disadvantaged persons and encourage growth in areas experiencing insufficient economic growth.
6. **Property Rights:** Private property rights shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. **Permits:** Applications for permits should be processed in a timely and fair manner to ensure predictability.
8. **Natural Resource Industries:** Maintain and enhance natural resource based industries including: productive agriculture (cultivation and grazing), fisheries and mineral industries. Encourage the improvement of productive agricultural lands and discourage incompatible uses.
9. **Open Space and Recreation:** Encourage the retention of useful open space and development of recreational opportunities, conserve critical fish and wildlife habitat, increase public access to natural resource lands and water, and develop parks.
10. **Environment:** Protect the environment and enhance the region's high quality of life, including air and water quality, and the availability of water for all uses, including potable domestic requirements.
11. **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

13. **Historic Preservation:** Identify and encourage the preservation of land sites and structures that have historical or archaeological significance.

**Policy No. 2.**

Policies to Implement RCW 36.70A.110 relating to the establishment of Urban Growth Areas.

- A) Each city within Franklin County will be included within a designated urban growth area.
- B) Designated urban growth areas should include an amount or undeveloped area to adequately accommodate forecasted growth and development for the next 20 years.
- C) Designated urban growth areas should include those portions of the county already characterized by urban growth and having, existing public infrastructure, public facilities and service capacities to serve existing and future growth.
- D) Designated urban growth areas should include those areas that are within the recognized utility service areas of each city.
- E) The size of urban growth areas will vary due to regional settings and should be adequate to promote-viable economic development strategies, promote choices in housing accommodations and insure adequate lands are available for associated open spaces and public purposes.
- F) When each city and the county have jointly established development regulations for unincorporated lands within Urban Growth Areas.
- G) Municipalities should limit the extension of water and sewer service to area within each jurisdiction's urban growth area.

**Policy No. 3**

Policies for promotion of contiguous and orderly development and the provision of urban services to such development. RCW 36.70A.210 (3)b.

- A) Joint county/city standards shall be established for development within each individual urban growth boundaries, but beyond corporate limits of cities. It is in the public interest that joint standards be developed to preclude the creation of substandard infrastructure and property division that would burden the public with unnecessary costs to correct. These standards should include:
  - 1) Street locations, both major and secondary;
  - 2) Street right-of-way widths;
  - 3) Street improvement widths;
  - 4) Street improvement standards;

- 5) Lots and blocks including special lot reservation system when public sewer concurrency cannot be provided;
  - 6) Curbs and gutters;
  - 7) Sidewalks for secondary streets;
  - 8) Road construction standards;
  - 9) Cul-de-sac, location and dimensions;
  - 10) Storm drainage facilities, quantity, quality and discharge locations;
  - 11) Street lights, conduit, fixtures, locations;
  - 12) Sewer, septic regulations, private sewer, dry sewer facilities;
  - 13) Water, pipe sizes, locations, fire flows, uniform codes;
  - 14) All building requirements;
  - 15) Subdivision and platting requirements including parks and open space;
  - 16) Collection and use of development impact fees as appropriate;
  - 17) Mobile home and manufactured home regulations as appropriate;
  - 18) Zoning ordinance: permitted uses in urban growth areas, setback, building heights, lot coverage as appropriate;
- B) The availability of the full range of urban governmental services will be subject to the annexation policies of the adjacent municipality.
- C) The timing of utility extensions into the urban growth area should be consistent with the adopted capital facilities plan of the adjacent municipality.

#### **Policy No. 4**

Policies for siting public facilities of a county-wide or state-wide nature, including transportation facilities of a statewide significance as defined in RCW 47.06.140. [RCW 36.70A.210 (3) c].

- A) When an appropriate issue arises the county and cities within, along with public participation shall develop a cooperative regional process to site essential public facilities of regional and statewide importance. The objective of the process shall be to ensure that such facilities are located so as to protect environmental quality, optimize access and usefulness to all jurisdictions, and equitably distribute economic benefits/burdens throughout the region or county.
- B) No local comprehensive plan or development regulations will preclude the siting of essential public facilities, but standards may be generated to ensure that reasonable compatibility with other land uses can be achieved.

#### **Policy No. 5**

Policies for county-wide transportation facilities and strategies. RCW 36.70A.210 (3) d.

- A) Maintain active county-city participation in the Regional Transportation Policy Organization in order to facilitate city, county, and state coordination in planning

regional transportation facilities and infrastructure improvements to serve essential public facilities including Port District facilities and properties.

**Policy No. 6**

Policies that consider the need for affordable housing for all economic segments of the population and parameters for its distribution. RCW 36.70A.210 (3) e.

- A) The housing element of each comprehensive plan shall:
  - 1) Address the manner and the extent that demand from all segments of the housing market will be met.
  - 2) Assess the ability to provide sufficient land, infrastructure and services to each housing segment including but not limited to, government assisted housing for low income families, manufactured housing, multi-family housing, migrant agricultural worker housing, and group homes. All segments of the housing market must be accommodated in appropriate numbers.
- B) Individual plans should encourage regeneration of existing housing inventories.
- C) To the extent possible each plan should promote the construction of affordable housing, particularly for low and moderate income segments of the population.
- D) Consideration should be given to the provision of diversity in housing types to accommodate elderly, physically challenged, mentally impaired, and the special needs of the population, i.e. congregate care facilities.
- E) Comprehensive plans shall consider the effects of public improvement development costs on housing, including impact fees. Allowance for exemption from impact fees for projects, which enhance housing for low and moderate income householders, should be considered.
- F) Each community is encouraged to provide its fair share of housing affordable to low and moderate income households by promoting a balanced mix of diverse housing types.
- G) Consideration should be given to implementing innovative regulatory strategies, which provide incentives for developers to provide housing affordable to low and moderate income households.

**Policy No. 7**

Policies for joint county and city planning within urban growth areas: RCW 36.70A.210 (3) f.

- A) City and county planning efforts will be coordinated within urban growth areas.

- B) The county and each city shall jointly develop and implement development, land division and building standards, and coordinate permit procedures for the review and permitting of new subdivisions within Urban Growth Areas.

### **Policy No. 8**

Policies for county-wide economic development and employment: RCW 36.70A.210 (3) g.

- A) The comprehensive plan of the county and each city shall promote employment and economic opportunity for all citizens.

### **Policy No. 9**

Policies for the analysis of fiscal impacts: RCW 36.70.210(3)h.

- A) Construction design and placement standards for roads, intersections and streets(with provisions for storm water conveyance), sewer, water and lighting infrastructure, should be determined based upon an analysis which identifies the most appropriate public expenditure over extended periods of time. Utilities should be incorporated into such analysis.
- B) If communities consider the imposition of impact fees said fees should be established on the basis of identifiable development impacts.

### **General County Goals**

- Goal 1. Urban Growth: Encourage development in urban areas where adequate public facilities exist or can be provided in a cost efficient manner.
- Goal 2. Avoid Sprawl: The inappropriate conversion of undeveloped land must be avoided. Urban development will be confined to appropriate areas within urban growth boundaries.
- Goal 3. Property Rights: Private property rights will not be taken for public use without just compensation having been made. The property rights of land owners will be protected from arbitrary and discriminatory actions.
- Goal 4. Natural Resource Industries: Maintain and enhance natural resource based industries including: productive agriculture (cultivation and grazing); fisheries, and mineral industries. Encourage the improvement of productive agricultural lands and discourage incompatible uses.

### **Urban Growth Areas**

- Policy 1. Each city within Franklin County will be included within a designated Urban Growth Area.

- Policy 2. Designated Urban Growth Areas should include an amount of undeveloped area to adequately accommodate forecasted growth and development for the next 20 years.
- Policy 3. Designated Urban Growth Areas should include those portions of the County already characterized by urban growth and having existing public infrastructure, public facilities, and service capacities to service existing and future growth.
- Policy 4. Designated Urban Growth Areas should include those areas that are within the recognized utility service areas of each city.
- Policy 5. The size of Urban Growth Areas will vary due to regional settings and should be adequate to promote viable economic development strategies, promote choices in housing accommodations, and insure adequate lands are available for associated open spaces and public purposes.
- Policy 6. When each city and the County have jointly established development regulations for unincorporated lands within Urban Growth Areas, the Boundary Review Board shall be discontinued.
- Policy 7. Municipalities should limit the extension of water and sewer service to areas within each jurisdiction's Urban Growth Area.

### **City/County Development Standards**

- Policy 1. Joint county/city standards shall be established for development within each individual cities Urban Growth Boundary, but not beyond corporate limits of cities or Urban Growth Boundaries. It is in the public interest that joint standards be developed to preclude the creation of substandard infrastructure and property divisions that burden the public with unnecessary costs to correct. These standards should include:
1. Street locations, both major and secondary;
  2. Street right-of-way widths;
  3. Street improvement widths;
  4. Street improvement standards;
  5. Lots and blocks including special lot reservation system when public sewer concurrency cannot be provided;
  6. Curb and gutters;



7. Sidewalks for secondary streets;
  8. Road construction standards;
  9. Cul-de-sac, location and dimensions;
  10. Storm drainage facilities, quantity, quality, and discharge locations;
  11. Street lights, conduit, fixtures, locations;
  12. Sewer, septic regulations, private sewer, dry sewer facilities;
  13. Water, pipe sizes, locations, fire flows, uniform codes;
  14. All building requirements;
  15. Subdivision and platting requirements including parks and open space;
  16. Collection and use of development impact fees as appropriate;
  17. Factory Assembled Structure regulations as appropriate;
  18. Zoning ordinance: permitted uses in Urban Growth Areas, setback, building heights, lot coverage as appropriate;
- Policy 2. The availability of the full range of urban governmental services will be subject to the annexation policies of the adjacent municipality.
- Policy 3. The timing of utility extensions into the urban growth area should be consistent with the adopted capital facilities plan of the adjacent municipality.

**4. County and City Planning within Urban Growth Areas:**

- Policy 1. City and County planning efforts will be coordinated within Urban Growth Areas.
- Policy 2. The County and each city will jointly develop and implement development, land division and building standards, and coordinate permit procedures for the review and permitting of new subdivisions within Urban Growth Areas.

**5. Policies for Governmental Cooperation**

- Policy 1. Coordinate with other governmental units in preparing development regulations.

- Policy 2      Work within the Benton-Franklin Council of Government's Committee structure to develop consistency among the various jurisdictions that are planning under GMA.
- Policy 3.      Work with other state agencies such as the Department of Natural Resources and the Department of Fisheries and Wildlife when developing regulations, which would impact those agencies.
- Policy 4.      Work with the Office of Financial Management in the siting of essential public facilities of regional and statewide importance.
- Policy 5.      Participate with communities within the County in developing regulations that are consistent with each other and provide a smooth transition between rural areas and urban cities.
- Policy 6.      Develop compatible subdivision and zoning regulations.

# **COMPREHENSIVE PLAN ELEMENTS**

## **HISTORICAL & CULTURAL RESOURCES**

There are a number of properties of potential or known historic and cultural significance in Franklin County. Properties of historic and cultural significance are those properties meeting the national, state, or local criteria for historic and cultural significance. In the early 1980s, Franklin and Benton Counties through the Benton-Franklin Regional Council prepared an inventory that contains a survey of properties of potential historic and cultural significance. In addition, the State Office of Archaeology and Historic Preservation inventoried potential and known archeological sites in Franklin County. Some of these properties are currently, or will soon be suggested to the State Office of Archaeology and Historic Preservation for inclusion in the State Historic Register.

### **DESIGNATION OF HISTORIC PROPERTIES**

The most fundamental building block of historic and cultural preservation is having an inventory of properties of potential historic, cultural, and archaeological significance. The nomination of properties to the local, state, or national registers is, most often, preceded by surveying activity, which involves regular updating of the inventory containing properties of potential historic, cultural, and archaeological significance. Criteria for determining significance include that properties such as districts, sites, buildings, structures, and objects embody some importance in American history, architecture, archaeology, or culture of State or local importance and possess integrity of location, design, setting, materials, workmanship, feeling, and association.

### **NOMINATION**

Nominated properties are designated to be included in the Franklin County Register of Historic Places usually at the owner's request, and always with owner consent. The process leading to designation includes a public hearing and recommendation by the Planning Commission followed by a public hearing and adoption by Franklin County Commissioners. Designation of properties for the State of Washington Register of Historic Places and the National Register of Historic Places go through a less stringent procedure and the properties listed in the State or National Registers are afforded less protection. The main benefit of designating properties to the State or National Register is honorary.

### **DEFINITIONS**

#### **Historic Properties**

An "historic property" is any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in the National, State, or local register of historic places. The term can also include artifacts, records, and remains, which are related to such a district, site, building, structure, or site.

## **Cultural Properties**

A “cultural property” means a definite physical location and associated material remains, such as an archaeological or historical site, which has been found to be capable of contributing important scientific, historic, or management information or that possess identified sociocultural, educational, or public importance.

## **Archaeological Properties**

An “archaeological property” is any material remains of human life or activities which are of archaeological interest. These include all sites, objects, structures, artifacts, implements, and locations of prehistorical or archaeological interest, whether previously recorded or still unrecognized, including but not limited to prehistoric and historic American Indian or aboriginal burials, campsites, dwellings, and habitation sites, including rock shelters and caves, their artifacts and implements of culture such as projectile points, arrowheads, skeletal remains, grave goods, basketry, pestles, mauls, grinding stones, knives, scrapers, rock carvings, paintings, and other implements and artifacts of any material.

## **STATE GOALS**

Historic Preservations - Identify and encourage the preservation of lands, sites, structures, that have historical or archaeological significance. RCW 36.70A.020(13)

## **COUNTY GOALS**

Goal 1            Historic Preservation: Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

## **Policies**

### **1.     Historic, Archeological and Cultural Preservation**

Policy 1.        The County, and each municipality in the County, utilizing applicable federal, state and local designations, if relevant, (and where appropriate in cooperation with the Native American) shall identify the presence of federal, state and local historic, archaeological and cultural lands, sites and structures, of significance within their boundaries.

Policy 2.        The County, and each municipality in the County may, identify and designate local historic, archaeological and cultural lands, sites, and structures of significance within their boundaries.

### **2.     Recommendations of Sites**

Policy 1.        Recommendations for local designations may be made by any person or entity or by any municipality or governmental body.

- Policy 2. The municipality may designate an individual, commission or committee to be responsible for review of recommendations and to forward such recommendations to the legislative body.
- Policy 3. The local legislative body will make designations only if the land, site or structure has local significance.
- Policy 4. All such designations shall be reflected and noted within this element of the comprehensive plan.
- Policy 5. Preservation of significant lands, sites and structures shall be encouraged or accomplished by the County, and each municipality in the County, through any one or a combination of the following techniques, as determined to be appropriate by the local legislative body.
1. Designation
  2. Incentives for preservation
  3. Loans and grants
  4. Public purchase
  5. Non-development easement
  6. Development rights transfer
  7. Restrictive covenants
  8. Regulations for protection, maintenance and appropriate development
  9. Plans/policies/standards for preservation (U.S. Department of the Interior)
- Policy 6. The County, and each municipality in the County, may utilize one or more of the following criteria, or others as may be determined, to make designation decisions for recommended lands, sites or structures:
1. Archaeological, historic or cultural “significance”
  2. Condition
  3. Uniqueness
  4. Accessibility
  5. Cost/benefit
  6. Extent to which land, site or structure is undisturbed
  7. Presence of incompatible land uses or activities
  8. Presence of environmental, health, or safety hazards
  9. Tourism potential
  10. Educational value
  11. Consent of owner

Policy 7. The legislative body of the County, and each municipality in the County, may utilize one or more of the following criteria, or others as may be determined, to make a dedesignation decision:

1. Error in historical/archaeological/cultural research for the original designation
2. Economic hardship for owner leaving no reasonable use of the land, site or structure
3. Deterioration of lands, site, or structure
4. Discovery of other (better) examples of lands, sites, or structures
5. Presence of land, site, or structure on state or federal registers

Goal 2. The County, and each municipality in the County, shall encourage public education programs regarding historic, archaeological and cultural lands, sites, and structures as a means of raising public awareness of the value of maintaining those resources.

## ECONOMIC DEVELOPMENT

Franklin County is included in the Richland, Kennewick-Pasco Metropolitan Statistical Area designated by the U.S. Census Bureau and referenced in this document as the Tri-Cities MSA. Although, the economies of the bi-county area and region each contribute to the vitality of the Tri-Cities MSA and Franklin County, for the purposes of this analysis and because the land use discussed in the comprehensive plan is primarily unincorporated Franklin County, this section will focus on the rural economy of Franklin County.

### Agriculture

Air, water and land are important economic resources for Franklin County. Since before statehood, fertile soils, available irrigation water, sunny skies and long summer daylight hours have made agriculture a cornerstone for economic development.

Franklin County lies within the Columbia Basin, one of the Northwest's most productive agricultural regions. According to the Agricultural Censuses taken every five years by the Washington Agricultural Statistics Service, in Franklin County there were 943 farms in 2002 and 848 farms in 1997, an increase of 9 percent. However, the land area in farming varied as much as 19 percent annually between 1982 and 2002. The average size of a farm was 739 acres in 1987 and 705 acres in 2002.

**Table 1 – Natural Resources – Agriculture**

<b>Franklin County</b>					
	<b>1982</b>	<b>1987</b>	<b>1992</b>	<b>1997</b>	<b>2002</b>
Number of Farms	856	894	857	848	943
Land in Farms	632,519	660,813	670,149	563,716	664,875
Average Size of Farms		739	782	665	705
Farms with irrigated Land	727	736	715	725	744
Irrigated Acres	189,236	193,960	214,748	221,145	340,244
Market Value of Products (\$1,000)	151,138	176,358	238,528	332,935	350,483
Average/Farm Dollars	176,563	197,269	279,496	392,612	371,668

Censuses of Agriculture – National Agricultural Statistics Service

In 2002 the general crop type in farms was 71 percent Cropland, 25 percent Pasture and 4 percent Other Uses. Map No. 2 describes the irrigated and non-irrigated farming areas of the county.

The market value of production additionally increased from \$346,805,000 in 1997 to \$350,483,000 in 2002, an increase of 11 percent. The market value of agricultural products sold in 2002 was \$350,483,000 including crops at \$297,450,000 and livestock, poultry, and their products at \$53,033,000. The market value of production average per farm was up 15 percent from \$322,610 in 1997 to \$371,688 in 2002. Government payments additionally increased 71 percent from \$5,488,000 in 1997 to \$9,369,000 in 2002. The average farm receiving government payments noted an increase of 59 percent from \$15,076 in 1997 to \$23,961 in 2002.

The most recent crop production data available from the U.S. Department of Agriculture for Franklin County is described in the following table.

**Table 2 – Crop Production – Franklin County**

Crops	Acres Harvested		Yield/Acre		Production		Rank
	1997	2002	1997	2002	1997	2002	
Wheat, Winter, Bu	101,000	59,605	61.7	44.6	6,230,000	2,659,820	8
Wheat, Spring, Bu	17,300	13,632	69.6	71.3	1,204,000	971,495	8
Wheat, All	118,300	73,237	63.7	49.6	7,407,000	3,631,315	8
Barley, Bu	2,500	-	60.0	-	150,000	-	12
Corn for Grain, Bu	11,400	9,221	217.4	180.8	2,478,000	1,667,109	3
Silage Corn, Tons	2,200	1,780	30.9	26.25	68,000	46,716	5
Potatoes, Cwt.	38,000	41,442	570	545.8	21,678,000	22,619,184	2
Dry Beans, Cwt.	2,700	2,391	23.70	22.6	64,000	54,059	3
Hay, Alfalfa, Tons	53,400	96,803	8.0	6.8	427,200	657,868	2
Hay, Other, Tons	5,500	-	4.0	-	22,000	-	8
Hay, All, Tons	58,900	103,901	7.6	6.6	449,200	686,223	2
Asparagus, Cwt	11,600	7,482	36.2	-	420,000	-	1
Carrots, Cwt.	2,500	2,085	-	-	-	-	3
Sweet Corn, Proc.	13,400	17,697	-	-	-	-	3
Green Peas, Cwt.	588	1,044	-	-	-	-	-
Dry Onions, Cwt.	4,400	1,494	525	-	2,310,000	-	1

### **Agricultural Demand 2000-2020**

Although the population of the Asia-Pacific region is expected to grow from 2.6 billion in 2000 to 3.0 billion in 2020, this rate is slower than the rest of the world. Asia-Pacific's share of the world population will decline from 43 percent in 2000 to 40 percent in 2020, as countries in Africa and the Middle East grow faster. Since the 1960's, global population growth, including the Asia-Pacific region, has slowed, marking a shift from the geometric growth rates of previous decades. Currently, the number of people is declining. The world population is projected to level off at about 9-10 billion after 2050, with the Asia-Pacific region leveling off at about 3 billion before declining in the 2040's.

The population of the Asia-Pacific region is projected to rise by more than 400 million people by 2020, a 16 percent increase over 2000. Although economic growth and prices are closely monitored drivers of food demand, demographic changes (urbanization, growth in populations, and changes in the age structure of populations), will likely have more profound long-term implications for the region's food system.

Population growth throughout the region will not be evenly distributed. By 2020, the largest absolute increase will occur in China (160 million), followed by Indonesia (60 million) and the United States (50 million). In contrast, the Russian Federation's population has begun declining, and by 2007 Japan's population will begin to decline. China's population is expected to decline around 2030, following the population declines of Korea in 2027 and Taiwan in 2029. The United States, surprisingly, will grow faster than some developing economies after 2020 due to immigration and the high fertility of recent immigrants.



Population growth will undoubtedly challenge the food system, although not equally across the region due to different rates and distribution of growth. Japan's declining and aging population, for example, implies lower food demand in this affluent nation, a leading importer of food and agricultural products. Russia's declining population, when combined with its social and economic restructuring, could recast the nation as a supplier in international food markets. More rapid population and income growth in developing and middle-income economies will increase their influence in the Pacific food system, altering production, consumption, and trade patterns.

Between 2000 and 2020, average life expectancy in the Asia-Pacific region is expected to rise from 72 to 77 years, and the median age from 30 to 36 years. The population 65 and older will increase from 200 million in 2000 to 370 million in 2020. Virtually all the economies in the region have shifted from high to low birth and death rates, leading to a projected 8 percent decline in the number of young people from 2000 to 2020, a modest 17 percent rise in the number of working age people, and a very rapid rise (almost 80 percent) in the number of older people.

The aging of the region's population will slowly lead to lower per capita food consumption and a shift in the consumption of food demand. Changes in the composition of food demand are likely to include more fresh fruits and vegetables, less red meat, and less eating out. These changes will directly affect producers, processors, retailers, and food service establishments.

The USDA Baseline 10-year projections through 2013 for agriculture, assume continuation of current farm law as well as specific conditions for the economy, the weather and global situation. The baseline covers commodities, trade, and aggregate indicators such as farm income and food prices. The 10-year projections call for stronger domestic and international growth through 2013, following the economic slowdown of 2001 through early 2003, providing a favorable demand setting for the U.S. agricultural sector. Improving economic growth, particularly in developing countries, provides a foundation for gains in global consumption and trade, U.S. agricultural exports, and farm commodity prices. Domestic demand also increases for meat, feeds, horticultural products, corn used in ethanol production, and food use of rice. As a result, market prices and cash receipts will rise, which help to improve the financial condition of the U.S. agricultural sector. Consumer food prices are projected to continue a long-term trend of rising less than the general inflation rate. The trend in consumer food expenditures towards a larger share for meals eaten away from home is expected to continue.

The U.S consumption of food commodities is projected to rise through 2020, mainly due to the increase of 50 million additional consumers in the Nation. The total consumption of all the commodities studied is predicted to rise during the period 2000-2020, mainly due to the projected population increase. But, the per capita consumption of many commodities is predicted to fall. The results suggest that fruits will lead all commodities in term of growth in both total and per capita consumption. Certain vegetables, such as lettuce and tomatoes, are predicted to grow substantially, while per capita potato consumption (fried and other) is predicted to decline, retarding the growth in total U.S. potato consumption. The increase in meat, poultry, and fish consumption varies. Per capita fish and poultry consumption is predicted to rise while per capita consumption of beef, pork and other meat is predicted to fall. Per capita consumption of milk and

cheese is predicted to fall, while per capita consumption of yogurt and eggs is predicted to rise. The consumption of nuts and seeds and grains is also predicted to rise over the next two decades.

### **Assumptions**

Improved U.S. and global economic provides a favorable demand setting for field crops, supporting longer run increases in consumption, trade, and prices. However a relatively strong U.S. dollar, despite declines from a recent peak, and certain foreign trade competition will constrain U.S. exports for some crops.

It is assumed the provisions of the Farm Security and Rural Investment Act of 2002 giving farmers almost complete flexibility in deciding which crops to plant, marketing assistance loans are continued, and the Conservation Reserve Program (CRP) will be continued.

Projected planting for the eight major field crops in the U.S. will remain relatively stable through 2013. Domestic corn use is strong in the initial years and continues growing throughout the period. Global economic recovery underlies long-run growth in U.S. corn exports.

Demand in the U.S. wheat sector grows slowly, with steady domestic food-use gains, relatively large feed use, and moderate long-term increase in exports.

Exports continue to be crucial to the success of the U.S. Horticultural sector, averaging about 21 percent of production value during this period. However, the U.S. remains a net importer of horticultural products (fruit and nuts, vegetables, and greenhouse and nursery products).

- Grapes, oranges, apples, fresh and processes potatoes, and processes tomatoes are among the leading horticultural export commodities.
- Major export markets for the U.S. include Canada, Japan, and Southeast Asian nations.
- Imports will continue to play an important role in the domestic supply of fresh vegetables during winter months and, increasingly during other times of the year.
- Major U.S. horticultural imports include bananas, grapes, frozen concentrated orange juice, potatoes, and tomatoes from Mexico, Chile, Canada, and Brazil.
- Canadian potato production and potato processing capacity have been increasing more than U.S. production levels and processing capacity. As a result, the U.S. is a net importer of potatoes and potato products during some of this ten-year period.

### **Conclusions**

Agriculture will continue to be a major industry in the Mid-Columbia and Franklin County. Agricultural lands should continue to be protected as an important county resource. Agricultural industries and businesses, relating to production and/or processing should be encouraged for siting locally. Cottage industries should be encouraged in agricultural areas and agricultural tourism should be promoted, each to diversify the economic base of farm families. The right-to-

farm mandate expressed in this plan and by county ordinance should be continued to support the agricultural industry in Franklin County.

## **GOALS and POLICIES**

### **State Goals**

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the State's natural resources, public services, and facilities. (RCW 36.70A.020 (5))

### **State Mandates**

Additionally, the Growth Management Act expressly requires that the County adopt a planning policy on county-wide economic development and employment [RCW 36.70A.210 (3) (g)].

### **County Goals**

Goal 1.           ECONOMIC DEVELOPMENT: Encourage economic development consistent with adopted comprehensive plans. Promote economic opportunity for all residents of the County, especially for unemployed and for disadvantaged persons and encourage growth in areas experiencing insufficient economic growth.

Policy 1.           The Comprehensive Plan of the County and each city will promote employment and economic opportunity for all citizens.

The County, and each municipality in the County, will assure consistency between economic development policies and adopted comprehensive plans.

Goal 2.           Encourage, sustain, and enhance the existing agricultural economic base through diversification.

Policy 1.           Work with the Washington State University Extension to identify additional high value crops that could be grown in Franklin County.

Policy 2.           Support the development and construction of the East High Canal.

Policy 3.           Encourage the location of value added processing plants

Policy 4.           Assist in development of specialty crops.

Goal 2. Enhance economic and job opportunities for all citizens, especially the unemployed, disadvantaged persons, minorities and small businesses.

- Policy 1. Creating in the land use element of each comprehensive plan a designation of areas for “commerce” and “industry” (RCW 36.70A.070 (1)).
- Policy 2. Provide an adequate transportation system, which will enable industrial and commercial development to occur.
- Policy 3. Work with the Ports of Pasco and Kahlotus, Benton-Franklin Economic Development District (BFEDD), Tri-City Industrial Development Council (TRIDEC) and the municipalities to identify potential industrial clients.
- Policy 4. Provide adequate public facilities and services to areas designated for economic development.
- Policy 5. Determine a reasonable “jobs/housing” balance and coordinating land use and development policies to help achieve the designated balance of adequate affordable housing near employment centers.
- Policy 6. Encourage redevelopment of declining commercial areas.

Goal 3. Encourage the Economic Diversification of the County and its municipalities as well as strengthening existing businesses and industries to add to the diversity of economic opportunity and employment.

- Policy 1. Participate with Hanford contractors and technology partnerships and take advantage of technological spin offs, which could be established and nurtured.
- Policy 2. Work with the Port of Pasco to develop incubators, which will provide space for emerging businesses to grow and develop.
- Policy 3. Encourage citizen involvement in home occupations to expand into off site centers where practical.
- Policy 4. Evaluate federal state, and local regulatory, taxing, facility financing, and expenditure practices to assure that they favor economic development at appropriate locations.
- Policy 5. Strive to maintain adequate public facilities and service levels.
- Policy 6. Streamline permit processing.

### **Business Development - Economic Diversity**

- Goal 1. Pursue an active and aggressive recruitment program to induce a variety of commercial and industrial enterprises to settle in the County.

### **Employment Centers**

- Goal 2. Encourage the growth of readily available large planned employment center development sites, properly zoned and serviced within infrastructure.

- Policy 1. Support the planning and implementation of infrastructure adjacent to and serving an urban growth area, such as the Lind Road/SR 395 Interchange at Connell and the “A” Street/SR 12 intersection at Pasco.

### **Community Revitalization**

- Goal 3. Develop programs that create healthy central business districts (CBD) and neighborhood commercial districts throughout the County.

### **Infrastructure**

- Goal 4. Assure that adequate infrastructure is provided to accommodate economic growth.

### **Education and Training**

- Goal 5. Actively participate in the development of a properly educated and trained work force.

### **Cultural Revitalization**

- Goal 6. Encourage programs that develop and promote our cultural resources.

### **Environment**

- Goal 7. Maintain the environmental quality of life so that Franklin County is a preferred place to work.

### **Regulatory Framework**

- Goal 8. Encourage the development of regulations that are consistent, fair, predictable, and timely.

### **Coordination**

- Goal 9. Coordinate the economic development element of the Comprehensive Plan with other elements so that a clear and consistent economic policy is followed.

## **NATURAL ELEMENT**

### **Physical Description**

Franklin County is located in the south central part of the State of Washington. It is bounded on the west and separated from Benton County by the Columbia River. On the south and east the Snake River and its tributary, the Palouse River, separate it from Walla Walla County. On the north Grant and Adams Counties bound it. The area is arid to semi-arid, receiving an average rainfall of about six to seven inches per year.

The area averages about 10.3 days of snowfall and 7.5 days of rainfall annually. The median monthly temperature ranges from a low of 30.6 degrees Fahrenheit in January to a July high of 75.7 degrees Fahrenheit. High wind velocities, with peak gusts as high as 70 mph or higher can be expected at any time of the year.

### **Geology**

Franklin County is part of what is referred to as the Columbia Basin Province. The County contains many canyon and cliff features such as Palouse Canyon and Devils Canyon, as well as unique rock formations. Some of the most interesting geographical features are the sand dunes located north of Interstate I-82 and the Juniper Dunes area northeast of Pasco off the Pasco-Kahlotus Highway.

The County lies at the south end of the Channel Scablands. The geology of Franklin County was formed by alternate volcanism and flooding. Three of the five geological formations, which characterize the entire Columbia River Basalt Group, occur in Franklin County. From the youngest to the oldest, these are:

Saddle Mountain Basalt (formed 6-13 million years ago), found primarily in the Mesa area extending southeast and northwest;

The Wanapum Basalt (13.5 to 14 million years old), occurring primarily in the northeast and along the Snake River; and

Grande Ronde Basalt (15.6 to 17 million years old) found primarily at the eastern border.

The Grande Ronde Basalt Formation was formed 15 to 17 million years ago from large eruptions of molten lava, probably from a huge volcano located in the southeastern corner of Washington or northeastern Oregon. Flows associated with the volcano number in the hundreds and vary in thickness from a few inches to about 300 feet. Few sedimentary interbeds are found, indicating relatively short periods between eruptions.

The Wanapum Basalt Formation was formed 13.5 to 14 million years ago. Large and numerous linear vents discharging large, but less frequent, amounts of flood lava developed in the same areas as the Grande Ronde Volcano. Sedimentary interbeds were created within and between formations, mainly by the erosion of older rock surrounding the plateau and volcanic material

associated with the creation of the Cascade Range. Continued deposition of flood basalts between six and thirteen million years ago is called the Saddle Mountain Basalts. These activities, primarily during the Miocene and Pliocene eras, combined with the shed sediments from the rising and volcanically active Cascade Range, form interbedded sedimentary formations within the Columbia River Basalts. These interbeds are of the Ellensburg Formation.

Deposition of sedimentary materials continued in the area during the Pleistocene era. These initial deposits are referred to as the Ringold Formation and consist of fluvial (stream) and lacustrine (lake) deposits of silts, sand, and gravel. Late in the Pleistocene Epoch, numerous glacial outwash and flood deposits occurred. These deposits are attributed to catastrophic flooding caused by the breakup of ice dams holding back impoundment, such as Lake Missoula in western Montana. Breakage of these ice dams was responsible for formation of the area north of Franklin County known as the Channel Scablands. Outpouring from these lakes scoured the land, leaving large channels. The flood waters rushed out of Lake Missoula through Spokane, spread out over the basin, and then came together again at Wallula Gap, where a large lake was created, and depositing silt in this area.

### **Stratigraphy**

The geologic history summarized above provides the reasons for the current stratigraphy, or the layering and attitude of rock formations.

The Columbia River Plateau can be subdivided into three informal structural sub-provinces: The Yakima Fold Belt, the Palouse Country, and the Blue Mountains. The western half of Franklin County is in the Yakima Fold Belt sub-province. The eastern half of the County lies in the Palouse sub-province.

### **Seismology**

Franklin County is in a region of low to moderate seismic activity. The region can experience earthquake “swarms”, typically lasting a few days to several months, where earthquakes tend to gradually increase and decay in frequency but not in magnitude.

### **Hydrogeology/Hydrology**

#### *Structure and Groundwater Movement:*

The Columbia Plateau regional aquifer is a major system that consists chiefly of a great thickness of basalt belonging to the Columbia River Basalt Group, together with minor sedimentary deposits, which are overlain by undifferentiated consolidated and unconsolidated surficial sediments. For hydrological purposes, these formations have been subdivided into three hydrogeologic units along stratigraphic boundaries. These are from oldest to youngest:

The Grand Ronde - This formation is composed of at least 30, and perhaps as many as several hundred, individual flows, most of which are fine grained. Sediment interbeds within the Grand Ronde Basalt are rare and generally only a few feet thick where present;

Wanapum - This formation contains as many as ten flows, generally consisting of medium-grained basalt relatively high in iron and titanium oxides. Sedimentary interbeds in the Wanapum Basalt are more common than in the Grand Ronde Basalt, but are still rather rare and generally only a few feet thick where present;

Saddle Mountain - The flows of this formation vary greatly in texture and composition. The basalt averages about 600 feet in thickness with a maximum thickness of more than 800 feet near Pasco. Sedimentary interbeds are common and rather thick, often 50 feet or more.

The basalts form a complex series of aquifers and confining beds. Groundwater in the basalts occurs in joints, vesicles, fractures, and other localized features that result in permeable zones. The greatest permeabilities are in highly vesicular and/or fractured tops and basal parts of basalt flows. The centers of most basalt flows are dense and have very low permeabilities and generally act as confining beds.

The general direction of groundwater flow is based on inference of water level measurements from approximately 400 wells taken in March 1986. Most of the shallow groundwater flow is directed perpendicular to the water table contours, toward the Columbia and Snake Rivers, where it discharges. However, some flow is toward internal drains (canyons and coulees). On a local scale, flow at the water table is frequently toward buried drains. Although the altitude of the water table changes seasonally, the general pattern of flow remains fairly constant. With increasing depth in the groundwater system, flow is orientated more toward the rivers and is less influenced by the internal drains. This is particularly true of the basalt aquifers.

Dramatic changes in the area's groundwater level due to the Columbia Basin Irrigation Project occurred between 1950 and 1986. There are large areas where the water table has risen to, or nearly to, the land surface. Sub-surface drains have been installed in most of the areas of shallow water table. The most recent water level data (1986-1991) indicates that most of the study area has reached a state of dynamic equilibrium.

The quality and quantity of groundwater has a major impact on development, both ability to and costs of. Areas that do not have ready access to groundwater or which have groundwater that is unacceptable for drinking will not be in a position to develop without some alternatives such as community water systems or other approaches that will enable them to have an adequate source of water.

Other problems facing the county because of rising water tables are deterioration of roads, particularly west of Basin City and potential loss of productive farmland due to landslides.

## **Soils**

Soils are an important factor in determining appropriate land use and the costs associated with development. The soils of Franklin County were studied and mapped by the Soil Conservation Service and a soil survey was published in 1914. The Soil Conservation Service updated the soil map for Franklin County during 2005. Area soils have been divided into 13 types, which are



presented in Map 1 and generally described in Table 3. In Franklin County, agricultural lands of long-term commercial significance are Soil Types 1 – 3 according to the Land Capability Classification System of the Soil Conservation Service. The predominate Land Capability Classification of each generalized soil association is additionally identified in Table 3.

## **Biological**

Franklin County can be characterized as a level to steep loessial upland steppe zone. Elevations range from about 300 feet above sea level at the southern most part of the County to over 1,000 feet in the northeastern part.

Even though rainfall amounts are small, the moisture that does fall escapes evaporation during winter months and seeps deeply into the soil. This provides water to sustain vigorous growth in the spring. The upland loams are dominated by Bluebunch Wheatgrass, Idaho Fesque, and Sandberg's Bluegrass. The sand soils support Indian Ricegrass and Sand Dropseed.

The remainder of the area is classified as “shrub-steppe” and is characterized by big sagebrush or threetip sagebrush and occasional growth of rabbitbrush, horsebrush, and spring hopsage. Dominance over most of the region is by non-native cheatgrass. Because of the turbulent floods that inundated the area, much of the soils are thin and stony, they do support perennial Bluegrass as well as stiff Sagebrush and several species of Buckwheat.

The varied terrain and major river environments that cut through the steppe region of Franklin County create many unique habitats for wildlife. Areas such as Scooteney Lake, Eagle Lake, the Lower Palouse, and the Snake River and Snake River Island are some of those.

The Washington Environment Atlas lists over 35 important species of birds and five species of mammals, which range over the area. These include Sage Grouse, Scaled Quail, Perregrin Falcon, and Coyote, among others.

**TABLE 3**  
**FRANKLIN COUNTY SOIL ASSOCIATIONS**

Quincy-Hezel-Burbank	Loamy fine sand to gravelly sand. Soils are very deep, somewhat excessively drained on nearly level to steep terraces and active dunes. Permeability ranges from 6 to 20 in/hr and available water capacity ranges from 0.06 to 0.21 in/in. Soils have an effective rooting depth of greater than 60 inches. This soil association has a Class 7 USDA Soil Conservation Service Land Capability Classification.
Taunton-Sagehill – Timmerman	Sandy loam to gravelly loam with a commonly occurring hard pan at a depth ranging from 20 to 40 inches on alluvial fans. Soils are moderately deep to very deep, well drained to somewhat excessively drained, on nearly level to moderately steep alluvial fans and terraces. Permeability ranges from 0.6 to 6 in/hr and available water capacity ranges from 0.18 to 0.2 in/in. Soils have an effective rooting depth ranging from 20 inches to greater than 60 inches. This soil association has a Class 6 USDA Soil Conservation Service Land Capability Classification .

Sagehill-Quincy-Neppel	Very fine sandy loam to gravely sandy loam. Soils are deep to very deep, well drained to excessively drained, on nearly level to steep terraces and active dunes. Permeability ranges from 0.6 to 20 in/hr and available water capacity ranges from .06 to 0.2 in/in. Soils have an effective rooting depth of greater than 60 inches. This soil association has a Class 6 USDA Soil Conservation Service Land Capability Classification.
Neppel-Prosser-Warden	Sandy silt loam to gravely sandy loam with depth to bedrock ranging from 20 to 40 inches on benches and hillsides to greater than 60 inches on terraces. Soils are shallow to very deep, well drained to somewhat excessively drained on nearly level to steep ridges, hilltops, benches and terraces. Permeability ranges from 0.6 to 2 in/hr and available water capacity ranges from 0.08 to 0.21 in/in. Soils contain many fine roots with an effective rooting depth of 20 to 40 inches on benches, hilltops and ridges to greater than 60 inches on terraces. This soil association has a Class 6 USDA Soil Conservation Service Land Capability Classification.
Ottmar-Neppel-Sagehill	Very fine sandy loam to gravely sandy loam. Soils are deep to very deep, well drained on nearly level to steep terraces. Permeability ranges from 0.6 to 6 in/hr and available water capacity ranges from 0.08 in/in. Soils have an effective rooting depth of greater than 60 inches. This soil association has a Class 6 USDA Soil Conservation Service Land Capability Classification.
Shano-Starbuck-Kiona	Very fine sandy loam to cobbly very fine sandy loam on benches, hillsides and ridges with depth to bedrock on basalt benches ranging from 12 to 20 inches. Soils are shallow to very deep, well drained, on nearly level to very steep benches, hillsides and ridges. Permeability ranges from 0.6 to 2 in/hr and available water capacity ranges from 0.08 to 0.2 in/in. Soils have an effective rooting depth ranging from 12 inches to greater than 60 inches. This soil association has a Class 4 USDA Soil Conservation Service Land Capability Classification.
Prosser-Starbuck-Bakeoven	Very fine sandy loam on benches to cobbly loam on ridges and hilltops terraces with depth to bedrock ranging from 12 to 40 inches. Soils are very shallow to moderately deep on nearly level to very steep benches, hilltops and ridges. Permeability ranges from 0.6 to 2 in/hr and available water capacity ranges from 0.8 to 0.19 in/in. Soils have an effective rooting depth of 12 to 40 inches. This soil association has a Class 6 USDA Soil Conservation Service Land Capability Classification.
Ritzville-Renslow-Ritzcal	Silt loam on hills to very fine loam on terraces. Soils are very deep, well drained on nearly level to steep hills and terraces. Permeability ranges from 0.6 to 2 in/hr and available water capacity ranges from 0.13 to 0.21 in/in. Soils have an effective rooting depth of greater than 60 inches. This soil association has a Class 3 USDA Soil Conservation Service Land Capability Classification.
Kahlotus-Farrell-Quincy	Fine sand to very fine sandy loam. Soils are very deep, well drained to somewhat excessively drained, on nearly level to strongly sloping

	terraces and active dunes. Permeability ranges from 0.6 to 20 in/hr and available water capacity ranges from 0.06 to 0.11 in/in. Soils have an effective rooting depth of greater than 60 inches. This soil classification has a Class 3 USDA Soil Conservation Land Capability Classification.
Roloff- Farrell-Kuhl	Very fine sandy loam on benches and terraces to cobbly silt loam on hilltops and ridges. Soils are shallow to moderately deep, well drained, on nearly level to very steep hilltops, ridges, benches and terraces. Depth to bedrock ranging from 10 to 40 inches on benches, hilltops and ridges to greater than 60 inches on terraces. Soils are shallow to very deep and well drained. Permeability ranges from 0.6 to 6 in/hr and available water capacity ranges from 0.09 to 0.17 in/in. Soils have effective rooting depth of 10 to 40 inches on benches, hilltops and ridges too greater than 60 inches on terraces. This soil classification has a Class 4 USDA Soil Conservation Service Land Capability Classification.
Ottmar-Rock Outcrop-Xeric-Torriorthents	Soils are formed in alluvial and lacustrine deposits over siltstone and sandstone. Typically the surface layer is silt loam 3 inches thick. The underlying material to a depth of 60 inches or more is calcareous silt loam. The erosion hazard is very severe by water and wind. This soil classification has a Class 8 USDA Soil Conservation Service Land Capability Classification.
Neppel-Prosser-Starbuck	Very fine sandy loam to gravelly sandy loam with depth to bedrock ranging from 12 to 40 inches on benches, hilltops and ridges to greater than 60 inches on terraces. Soils are shallow to very deep, well drained to somewhat excessively drained on nearly level to steep ridges, hilltops, benches and terraces. Permeability ranges from 0.6 to 2 in/hr and available water capacity ranges from 0.08 to 0.19 in/in. Soils have an effective rooting depth of 12 to 20 inches on benches, hilltops and ridges too greater than 60 inches on terraces. This soil classification has a Class 6. USDA Soil Conservation Service Land Capability Classification.
Ritzville- Wacota-Ritzcal	Silt loam. Soils are very deep, well drained on nearly level to steep hills. Permeability ranges from 0.6 to 2.5 in/hr and water capacity ranges from 0.13 to 0.21 in/in. Soils have an effective rooting depth of greater than 60 inches. This soil classification has a Class 3 USDA Soil Conservation Service Land Capability Classification.



The Columbia and Snake Rivers are an important ecosystem for Franklin County. The Columbia River between McNary Pool and Priest Rapids Dam is the only remaining free flowing segment in Washington, and the last spawning grounds of the fall Chinook Salmon. About 80 percent of the Great Basin Canada goose population nest and live most of the year in the Columbia River region, which also provide wintering, grounds for the rare Giant Canada Goose.

## **Wetlands and Floodplains**

### *Wetlands*

The Palouse, Snake, and Columbia Rivers form the east, south, and west boundaries of Franklin County, respectively. Wetlands occur along the margins, side channels, and islands associated with these river systems. In the interior of the County, wetlands occur in low-lying areas in the northwest portion of the County, in the vicinity of Eagle Lakes and Scooteney Reservoir. Other important wetland systems occur where subsurface water emerges in coulees and canyons, such as Esquatzel Coulee near Mesa and Washtucna Coulee near Connell and Kahlotus.

Areas with a high water table in Franklin County are also frequently associated with seepage from canals and ditches, irrigation runoff, and created stock ponds. However, these areas are not classified as wetlands under the Growth Management Act, which excludes “artificial wetlands intentionally from non-wetland sites, such as irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities”.

An inventory of wetlands in Franklin County was completed in order to portray the extent and distribution of wetlands. The Soil Conservation Service, with cooperation from the Franklin Conservation District has prepared a detailed soil survey and wetlands inventory for the County. This information, in conjunction with site-specific wetland delineations, should be used to determine wetland boundaries on a project-by-project basis.

Wetlands vary according to their origin, geographic location, water regime, chemistry, dominant plants, and soil characteristics. Wetlands also vary in their value for providing such functions as flood storage, sediment trapping, groundwater recharge and discharge, nutrient retention, food chain support, fish and wildlife habitat, and recreation. To rate wetlands according to uniqueness, sensitivity, and ability to provide for these functions, the Best Available Science Resources for Wetlands should be utilized.

### *Floodplains*

The most severe flooding in the unincorporated areas of the County occurs within the Esquatzel Coulee and Kahlotus Creek during the winter and spring months. This results when either an over saturated or frozen ground condition occurs with an increase in rainfall and snowmelt runoff. However, there have been no floods of damaging proportions since 1956.

Flood levels can be positively and negatively affected by development projects through increased and decreased runoff from a particular site. It has been noted that since 1956, flood levels within the County have changed due to channel improvements and irrigation projects.

Frequently flooded areas are mapped on the FEMA Flood Insurance Rate Maps for Franklin County. These maps should be used to determine if a potential development site is located within the floodplain.

### **Aquifer Recharge**

Groundwater naturally occurs in the sheet like zones at the top of a basaltic lava flow and the base of an overlying flow. Natural recharge to such confined aquifers occurs where the basalt crops out and where canyons and coulees have incised into the basalt, exposing the aquifers. In the Scooteney-Eagle Lakes area and in the vicinity of Washtucna Coulee, the basalt is folded, exposing the edges of the flows and allowing groundwater and surface water from the north to enter the basalt. Normal groundwater movement is south toward the junction of the Snake and Columbia Rivers, and radially inward toward the low point of the Pasco Basin.

Since implementation of the Columbia Basin Irrigation Project, groundwater elevations have substantially risen in the western portion of the County. The majority of the recharge is related to seepage from canals and ponds and applied irrigation in excess of crop use. The water table has been elevated to within 20 feet of the surface in much of the irrigated area.

Smith Canyon and Esquatzel Coulee have become major pathways for wastewaters flowing south from irrigated areas towards the Pasco Basin. Water tables in the basin have risen dramatically, since the rate of inflow exceeds the rate of drainage in this regional low point.

There seems to be little flow of groundwater east of Smith Canyon. The wells in this area are deep and low producers. Primary sources of recharge in the eastern, dryland portion of the County are where the Snake River and smaller canyons and coulees dissect the underlying basalt.

The Franklin Conservation District identifies four primary areas of aquifer recharge: (1) the irrigated parts of the county; (2) the Scooteney-Eagle Lakes area; (3) areas behind dams or other impoundments, particularly along the Snake River, and (4) Washtucna Coulee.

Franklin County is the southernmost area supplied by the Columbia Basin Irrigation Project. Being last in line presents the County with some water pollution and siltation problems generated upstream. Many activities within the County also provide sources of pollutants such as nitrates and pesticides. In many parts of the County, it is necessary to drill wells down into the basalt to obtain domestic water that meets the ten-ppm nitrate-nitrogen standard.

### **STATE GOALS**

**Environment** - Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water. (RCW 36.70A.020 (10)).

**Open Space and Recreation** - Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks. RCW 36.70A.020 (9)

**Natural Resource Industries** - Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive agricultural lands, and discourage incompatible uses. RCW 36.70A.020 (8)

## **STATE MANDATES**

Each county and city is required to adopt development regulations that protect critical areas that are required for designation under RCW 36.70A.170, RCW 36.70A.060 (2) and shorelines of the state designated under RCW 36.70A.480 (3) (a).

Such counties and cities shall review these designations and development regulations when adopting their comprehensive plans under RCW 36.70A.040 and implementing development regulations under RCW 36.70A.115 and may alter such designations and developments regulations to insure consistency. RCW 36.70A.060 (3)

## **COUNTY GOAL**

**Goal 1.** Environment: Protect the environment and enhance the region's high quality of life, including air and water quality, and the availability of water for all uses including potable domestic requirements.

## **Environmental Goals, Policies and Strategies**

### ***PURPOSE STATEMENT 1.***

*Critical areas provide a variety of valuable and beneficial biological and physical functions that benefit the County and its residents and/or may pose a threat to human safety or to public and private property. The beneficial functions and values provided by critical areas include, but are not limited to, water quality protection and enhancement, fish and wildlife habitat, food chain support, flood storage, conveyance and attenuation, ground water recharge and discharge, erosion control, wave attenuation, protection from hazards, historical and archaeological and aesthetic value protection, and recreation*

### **Goal 1.**

Preserve the natural environment when possible.

**Policy 1.** Protect wildlife habitats in designated open space and wetlands areas.

**Strategy 1.** Base the protection methodology on the size, location, and vulnerability of the wildlife habitat and species.

**Strategy 2.** Acquire and protect key significant wildlife habitat areas.

**Strategy 3.** Ensure the preservation of a variety of habitat types, sizes and locations.

**Strategy 4.** Regulate any filling or the disturbance of wetlands and wetlands vegetation and the surrounding buffer area.

**Strategy 5.** Inventory, classify, designate, and adopt regulations that will preserve and protect wetlands with no net loss of this resource.

**Policy 2.** Preserve natural drainage ways.

**Strategy 1.** Promote public awareness of the natural drainage ways, their role in the area, and the importance of maintaining natural drainage systems.

**Strategy 2.** Establish standards for the retention, recharge, and treatment of stormwater runoff channeled from impervious surfaces.

**Strategy 3.** Subsequent development within the flood hazard areas of the urban area should be regulated in accordance with the National Flood Insurance Program.

**Policy 3.** Regulate development in geologically hazardous areas.

**Strategy 1.** Require engineering, architectural, or geo-technical investigations and certifications of approval of development permits or authorizations to proceed in hazardous areas.

**Policy 4.** Prevent isolation of communities of endangered, threatened or sensitive species.

**Policy 5.** Protect surface and groundwater supplies.

**Strategy 1.** Restrict development that significantly degrades or depletes surface waters or groundwater.

**Policy 6.** Use a critical areas ordinance, other implementing ordinances and best available science as needed to protect the environment.

## **Goal 2.**

Enhance the natural environment where possible.



- Policy 1.** Provide incentives for the restoration of degraded wetlands, watercourses and other natural systems.
- Policy 2.** Encourage the development and maintenance of non-regulated wetland areas.
- Policy 3.** Utilize the best available science to mitigate development impacts to environmentally sensitive areas.

**Goal 3.**

Mitigate adverse environmental impacts to the natural systems.

- Policy 1.** Mitigate all adverse impacts to wetlands.
- Policy 2.** Require the mitigation of impacts from development adjacent to sensitive areas.
- Policy 3.** Require a dust control plan be submitted to the county whenever ground cover is disturbed in a development.

**Goal 4.**

Minimize the impacts of development to property owners while not adversely impacting critical areas.

- Policy 1.** Use density bonuses, and other means of compensation as appropriate for the protection of critical areas.

**Shoreline Master Program Goals and Policies**

***PURPOSE STATEMENT 2.***

*Protecting Franklin County's shoreline environment is of prime importance for the preservation of the related environmental, economic and cultural resources of our county. The following goal and policies recognizes this importance and are intended to enhance their protect them for the benefit of future generations. The following policies are additionally intended to be consistent with the Shoreline Management Act, Chapter 90.58 RCW.*

**Goal 1.**

The County should recognize and protect the functions and values of the shoreline environments of state-wide and local significance. For shorelines of statewide significance, protection and management policies are as follows:

- Policy 1.** Maintain areas within the shoreline jurisdiction with unique attributes for specific agricultural, commercial, industrial, residential, recreation and open space long-term uses.
- Policy 2.** Ensure healthy, orderly economic growth by allowing those economic activities which will be an asset to the local economy, and for which the adverse impacts on the quality of the shoreline and surrounding environment can be mitigated.
- Policy 3.** Provide safe and adequate circulation systems to shorelines where the routes will minimize adverse impacts on unique or fragile shoreline features and existing ecological systems, while contributing to the functional and visual enhancement of the shoreline.
- Policy 4.** Develop and implement management practices that will preserve, protect, enhance and restore unique and nonrenewable shoreline resources, environments, or features
- Policy 5.** Identify, protect, preserve and restore, significantly important archeological, historical, and cultural sites located in shoreline areas.

## **LAND USE**

### ***Introduction***

Land within the county is a finite resource and the Land Use Element is the general guide for the future use of land within the county. Through the designation of the land use categories with their respective goals, policies, and strategies, the county intends to guide development, minimize conflict and provide certainty for the use of property.

In view of the growth forecasted through the 20-Year planning period growth in Franklin County it is anticipated that adequate land will be available within Urban Growth Boundaries for additional rural needs through 2030.

The Land Use Element was prepared in accordance with the requirements of the Growth Management Act. The Land Use Map includes current land use as well as future land use over the next 20 years. The land use plan as presented considers the general distribution and location of land uses and the appropriate intensity and density of land uses given current development trends.

The Land Use Element of Franklin County is a general guide for future growth and future use of the land within the County. By designating land uses, the County will guide growth and development so as to minimize land use conflict.

The major land use designations are illustrated on Map 4 and described as follows:

1. Urban Growth Areas and within the UGA areas of the respective cities adopted Urban Growth Areas.
2. Rural Areas - unincorporated areas of the County where there is rural living and employment.
3. Resource Lands - include areas used for agriculture and mining.
  - a. Agriculture - dry land and irrigated farming.
  - b. Mining - such as gravel and mineral.
4. Open Space Areas - includes park land along the Columbia and Snake Rivers, also reference the Franklin County Comprehensive Parks Plan in Appendix C. This designation includes areas of aesthetic quality as well as areas set aside and developed for specific kinds of recreational pursuits, including all publicly owned sites. These sites should be protected from developments that preclude the particular recreation pursuits the area is intended and suitable for. These include parks and other publicly owned areas, as well as areas in private development.



5. Government - These areas are lands held by the government and include portions of the Hanford Nuclear Reservation, the Bureau of Land Management lands at Juniper Forest, Fish and Wildlife area along the Columbia River, Army Corps of Engineers land along the Snake River, and State land interspersed throughout the County. In addition, there are areas controlled by the U.S. Bureau of Reclamation that are key components of the Columbia Basin Irrigation System including Scooteney Reservation and major water diversions.

### ***Urban Growth Areas***

Urban Growth Areas include the incorporated cities and towns and most of the population in Franklin County. Each municipality has a designated Urban Growth Area. Growth in these areas consists of commercial and industrial activity and a wide range of residential densities.

Each UGA also includes unincorporated areas characterized by urban growth and/or adjacent areas within which urban infrastructure and services are provided or planned to be provided during the 20-year planning period of this document. UGA's are currently designated for the cities of Pasco, Connell, Mesa, and Kahlotus. Maps of the respective UGA's are shown on pages 45 through 51.

New land use development with urban characteristics will be encouraged to locate first in areas with existing public infrastructure and service capacity, and second in areas where public or private infrastructure and services are planned or can be provided in an adequate manner.

Planning for such growth accomplishes two GMA goals: 1) the efficient provision and utilization of public facilities and services, including public transportation; and 2) reduced conversion of resource land into sprawling low-density development.

UGA capacity is based upon intended land use, environmental constraints, forecasted population, transportation systems, available public infrastructure and open space.

The following goals and related policies define how UGA boundaries are determined and establish guidelines on how they should be developed.

### ***PURPOSE STATEMENT 3.***

*Under GMA, most growth within the county should take place within urban growth areas. Urban level growth cannot take place outside UGA's. Further, cities are primarily, but not solely responsible for providing urban services (e.g. water, sewer) within UGA's. This goal and related policies define how UGA boundaries are determined and establish guidelines on how they should develop.*

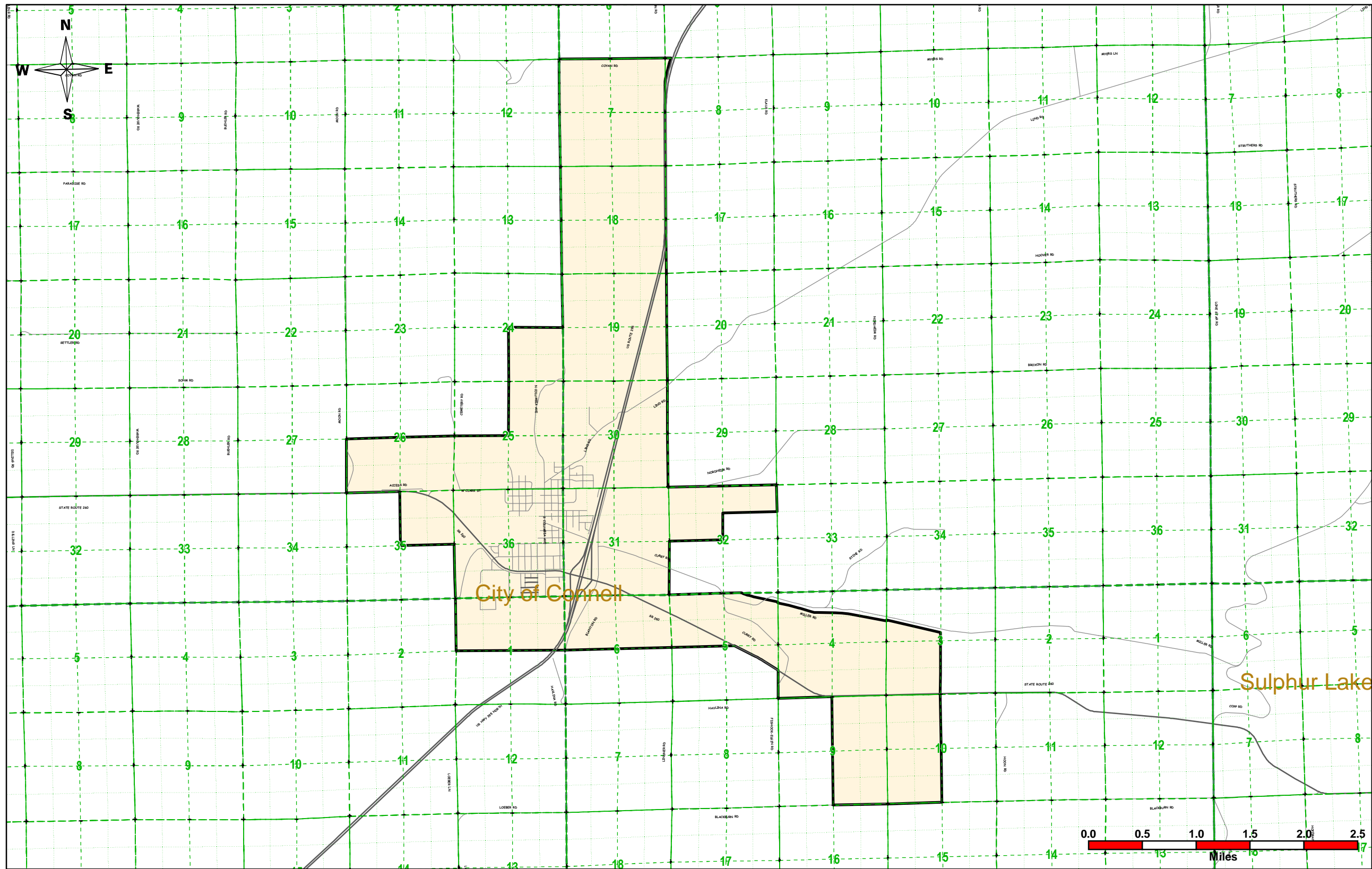
**Goal 1.** Encourage urban growth within designated urban growth areas.

**Policy 1.** Areas designated for urban growth (including commercial, industrial, residential, public facilities, etc.) should be determined by preferred

development patterns, residential densities, and the financial and technical capacity of the community to provide urban" level governmental services.

- Policy 2.** Urban growth should occur within urban growth areas only and not be permitted outside of an adopted urban growth area except for new fully contained communities, master planned resorts, and major industrial sites.
- Policy 3.** Sufficient area should be included in the urban growth areas to accommodate a minimum 20-year population forecast and to allow for market choice and locational preferences.
- Policy 4.** Allowances should be made for greenbelt and open space areas, wildlife habitat, migration routes and other environmentally sensitive areas when determining land requirements for urban growth areas.
- Policy 5.** Development should be sited within designated urban growth areas in the following priority:
  - 1. Areas already characterized by urban growth which have existing public facilities and service capacities sufficient to serve such development; and
  - 2. Areas already characterized by urban growth that is not presently served by existing public facilities or services but for which facilities and services will be provided by either public or private sources.
- Policy 6.** Urban government services should be primarily, but not solely provided by cities.
- Policy 7** Infill development, higher density zoning and small lot sizes should be encouraged where services have already been provided and sufficient capacity exists.
- Policy 8** The county, cities, or interested citizens may initiate an amendment to an existing urban growth area through the comprehensive plan amendment process.
- Policy 9.** Expansions of Urban Growth Areas should occur within adjacent rural lands, and then only after it has been demonstrated there is insufficient land within the existing Urban Growth Area.
- Policy 10.** The County and the cities should mutually establish areas of future urbanization to direct future urban growth toward those rural and non-prime farm lands where services and facilities can be economically and logically extended, and away from farm lands of long-term commercial significance.

**Policy 11.** Explore the possibility of providing density bonuses when development rights are transferred from resource lands of long- term commercial significance to appropriately zoned and serviced receiving areas within the Urban Growth Areas.



Legend

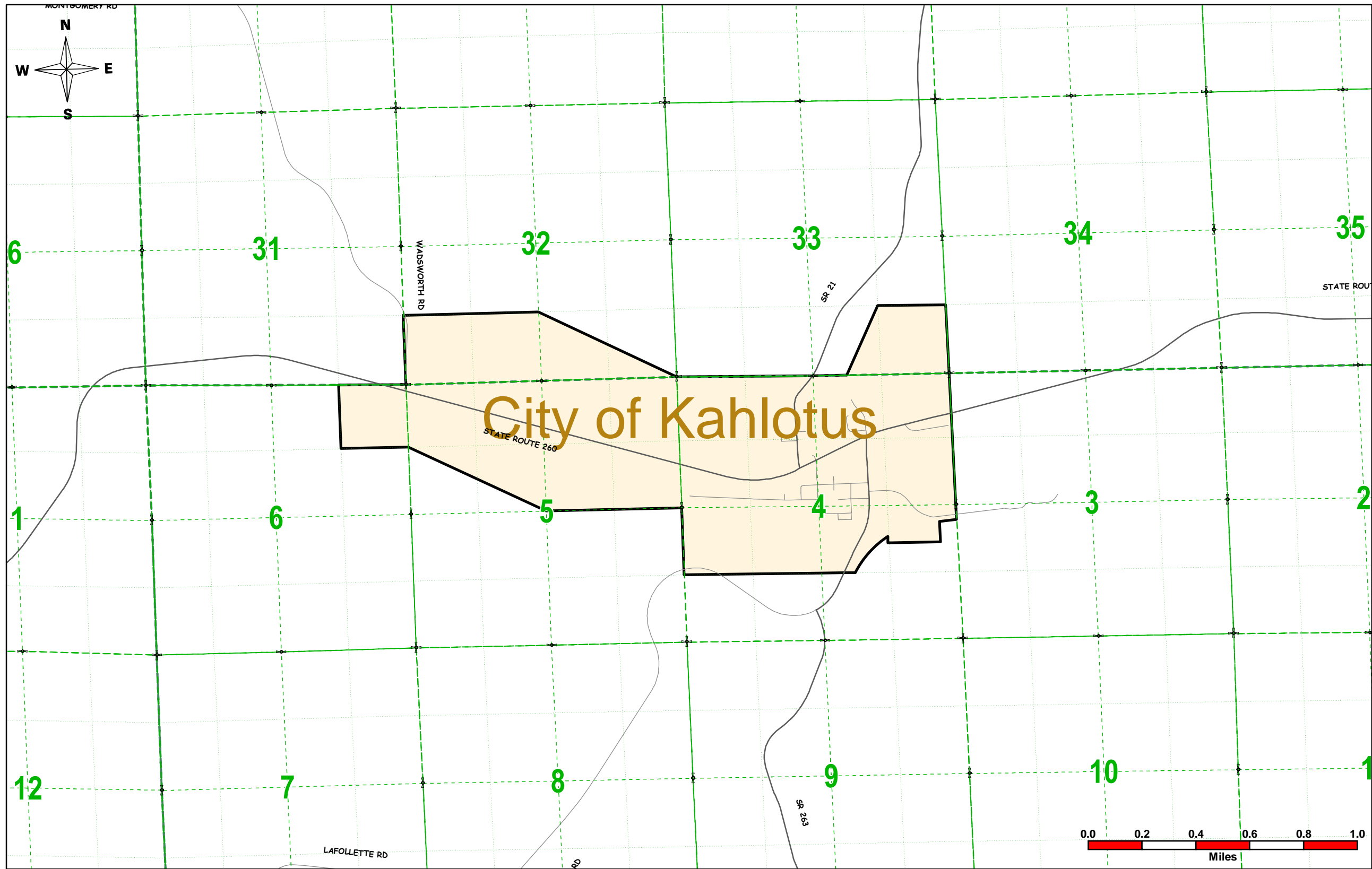
Urban Growth Boundaries

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# Urban Growth Boundaries City of Connell





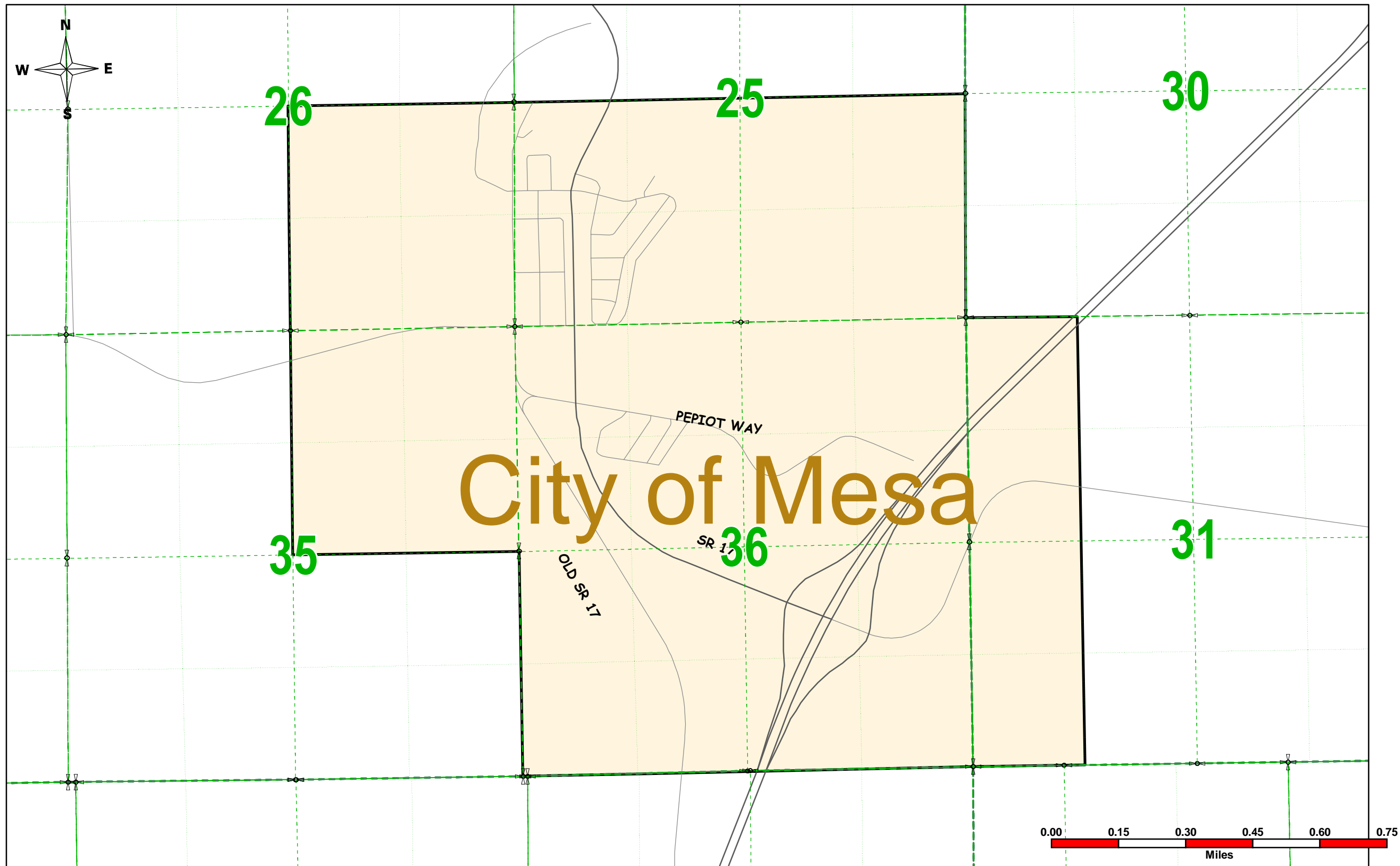
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Urban Growth Boundaries

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## Urban Growth Boundaries City of Kahlotus



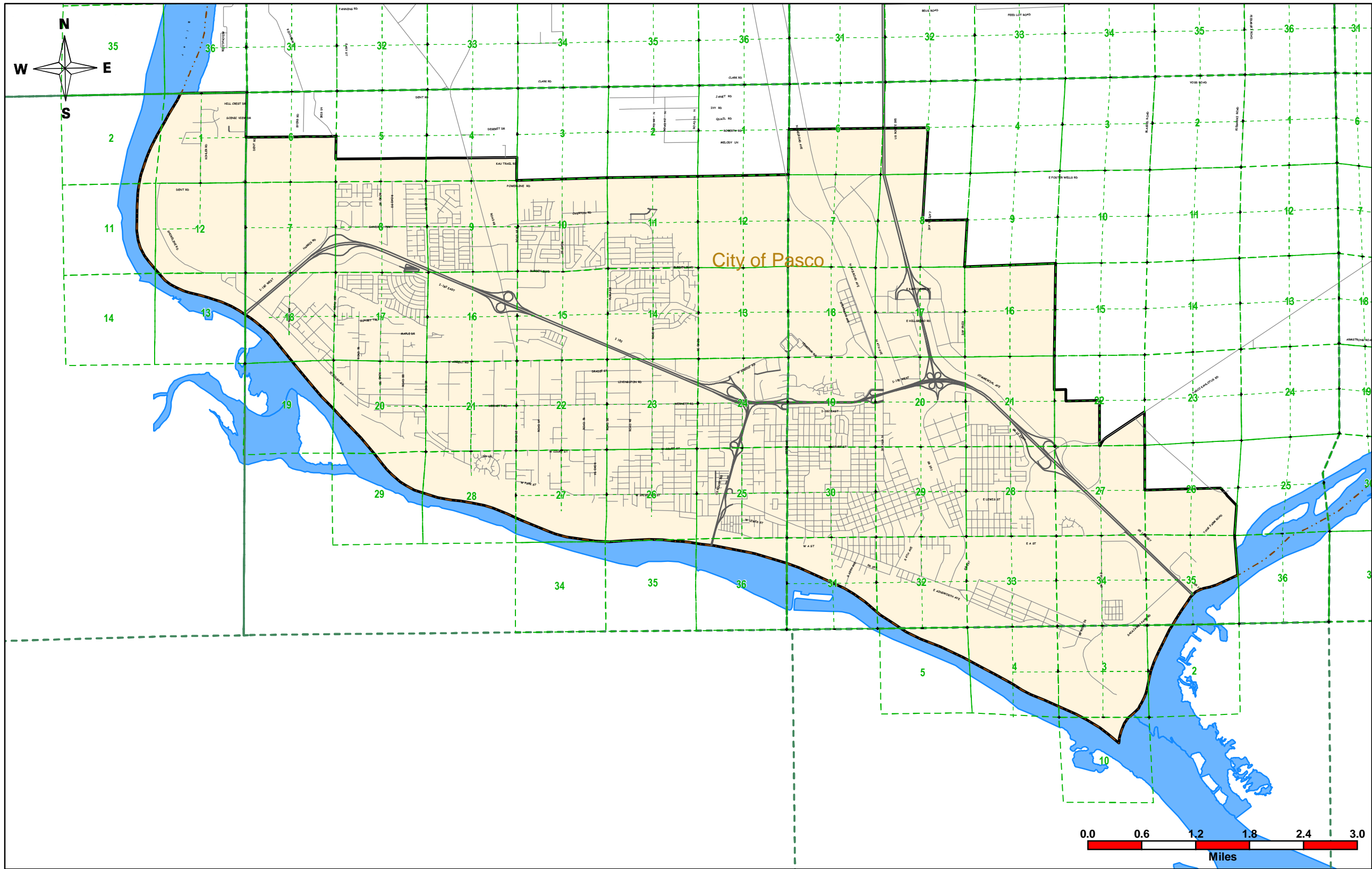
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Urban Growth Boundaries

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## Urban Growth Boundaries City of Mesa



Legend

Urban Growth Boundaries

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GMA Comp Plan  
 2008

# Urban Growth Boundaries City of Pasco

**Policy 12.** Mandate provision of urban level facilities and services prior to or concurrent with development. Services included, but are not limited to water, adequate wastewater treatment, roads, schools, transit, and where appropriate, parks, and recreation facilities.

**Policy 13.** Adopt measures to ensure that sprawl and leapfrog zoning and development are discouraged.

**Policy 14.** Urban growth shall be located in Urban Growth Area boundaries first in areas characterized by urban growth and that have existing public facilities and service capacities.

**Policy 15.** Urban growth shall be located next in areas already characterized by urban growth that will be served by a combination of existing public facilities and any additional needed public facilities and services provided by either public or private sources.

***PURPOSE STATEMENT 4.***

*As unincorporated lands within UGA 's are annexed into cities, a plan must be in place to create a smooth transition from county to city jurisdiction. This goal encourages coordination between county and cities in terms of development standards, service provision, and financing mechanisms to ensure that consistent standards are maintained*

**GOAL 2.** Provide for an orderly, phased transition from rural to urban uses within the Urban Growth Area.

**Policy 1.** Mutually enact an Urban Growth Management Agreement to coordinate County policy for the transition of lands to urban use with cities, agencies and other entities vested with responsibility to provide or oversee delivery of urban services in the following areas:

1. Land uses and subdivision planning;
2. Common development standards;
3. Urban services delivery/infrastructure financing;
4. Urban service boundary amendment criteria;
5. Urban growth area amendment criteria;
6. Focused Public Investment Areas;
7. Common glossary of terms.

- Policy 2.** Designate an Urban Transition or Urban Reserve area, which extends from the urban service area set by the service provider's Capital Facilities Plan(s) to the urban growth area perimeter. Designate and prioritize Focused Public Investment Areas both inside and outside the urban service area facilitate coordinated and collaborative public infrastructure investment.
- Policy 3.** Through land use controls, prevent conversion of land in urban growth areas to uses/densities that cannot be urbanized by:
1. Requiring cluster development where it is clear that urban services are not immediately available and when it is feasible to approve interim community water and/or sewer systems.
  2. Requiring connection to public water and sewer systems where available, including interim community systems or facilities where feasible.
  3. Providing a conversion plan identifying how the balance of the property could urbanize when all services are available.
- Policy 4.** Consider approving urban development outside of urban service areas when provisions have been made for:
1. Acceptable standard streets, and
  2. Water and sewer service, including an operation/maintenance fund for those interim systems, which are beyond typical ratepayer services (such as an interim sewerage lift station where gravity feed trunk service is not immediately available but a lift station could result in connection to the waste water system).
- Policy 5.** Ensure that the costs of extending urban services in advance of the service provider's adopted Capital Facilities Plan is paid by the applicant with provisions for capital cost recovery, where appropriate ("latecomers agreement").
- Policy 6** Encourage full urban standards for developments within the UGA meeting the county's minimum urban standards or the respective city's standards whichever is higher. Improvements must be installed in accordance with approved plans.
- Policy 7.** Review current interlocal planning and service agreements and restructure governmental and financing mechanisms as needed to ensure timely, scheduled access to urban services.

**Policy 8.** Land within unincorporated portions of the UGA's will continue to be under county jurisdiction until such time as annexation to a city occurs or an area incorporates.

**Policy 9.** Adopt measures to ensure that growth and development in the Urban Growth Areas are timed and phased consistent with the provision of adequate public facilities and services.

1. "Public facilities" include:
  - a. Domestic water systems
  - b. Streets, roads, sidewalks, lighting systems and traffic signals
  - c. Wastewater treatment (sanitary sewer) systems
  - d. Park and recreational facilities
  - e. Storm water
  - f. Schools
2. "Public Services" include:
  - a. Law Enforcement
  - b. Fire Protection
  - c. Public Health
  - d. Education
  - e. Environmental Protection
  - f. Recreation
  - g. Other services including power, transit, libraries

**Policy 10.** Urban Growth Areas outside the corporate limits of a municipality shall be subject to joint municipality-county planning. Joint planning shall determine and resolve issues including, but not limited to, the following:

1. How zoning, subdivision and other land use approvals in designated Urban Growth Areas of municipalities will be coordinated;
2. How appropriate service level standards for determining adequacy and availability of public facilities and service will be coordinated;
3. How the rate, timing, and sequencing of boundary changes will be coordinated;
4. How the provision of capital improvements to an area will be coordinated.

**Policy 11.** Joint planning may be based upon factors including, but not limited to, the following;

1. Contemplated changes to municipal boundaries;
2. The possibility that development, capital improvements, or regulations will have significant impacts across jurisdictional boundaries;
3. Consideration for how public facilities and services are and should be provided and by which jurisdiction(s);
4. Consideration of how economic development may best be encouraged and supported.

***PURPOSE STATEMENT 5.***

*A number of farming operations exist in urban areas. This goal recognizes that the choice to continue farming or to develop these lands rests with the farmer.*

**GOAL 3.** Recognize the transitional nature of agricultural uses within the Urban Growth Area.

**Policy 1.** While ultimately land in farm use within the UGA is needed for urban development, the decision to convert to urban development will rest with the landowner.

***PURPOSE STATEMENT 6.***

*This goal seeks to ease the pressure on farmers to convert farms until they are ready. It also recognizes the conflicts that may arise between farmers and their non-farm neighbors, and seeks to protect farmers from nuisance lawsuits that may result from these conflicts.*

**GOAL 4.** Recognize the right to farm and farm use as a legitimate activity within the UGA prior to conversion of property to urban use.

**Policy 1.** Allow agriculture and farming operations as a permitted conditional use on existing parcels within the UGA.

**Policy 2.** To ensure compatibility and reduce conflicts between farm uses and new urban uses, establish site plan requirements including special siting criteria, setbacks, or review procedures for new or expanded land uses, which by their nature are especially sensitive to farm operations. Such uses may include urban residential development, schools, day care facilities, hospitals or medical clinics, outdoor recreational facilities and similar uses.

**PURPOSE STATEMENT 7.**

*Individual neighborhoods determine the quality of urban life. Neighborhood planning and design can affect the availability and quality of housing, public health and safety, scenic/aesthetic quality, access to recreation, individual and community identity, and numerous factors that make up those intangibles that people refer to as " quality of life " or livability.*

**GOAL 1.** Encourage development of neighborhoods, which support a high quality of life.

**Policy1.** Provide density incentives and bonuses to reward projects which:

- Treat environmental features sensitively;
- Include parks, other public or private open space, and interconnected pathways;
- Are designed to promote security and safety within a neighborhood and community context; and
- Utilize other design features to enhance the quality of life for residents and the larger neighborhood.

**Policy 2.** Develop neighborhood design compatibility standards to assure that urban infill projects will not reduce property values in existing neighborhoods.

**Policy 3.** Expedite review of land development projects that meet neighborhood design standards and provide fully serviced, complete neighborhoods.

**Policy 4.** Publicly recognize land development projects that exemplify creativity and excellence in neighborhood design.

- Include parks, other public or private open space, and interconnected pathways;
- Are designed to promote security and safety within a neighborhood and community context; and
- Utilize other design features to enhance the quality of life for residents and the larger neighborhood. Examples may include spatial, bulk, proximity and/or landscaping features.

***Rural & Resource Lands***

Franklin County uniquely lies at the south end of the Channel Scablands, a portion of the Columbia Basin Province, formed by alternative volcanism and flooding that has occurred since



the Miocene and Pleistocene eras and the more recent Columbia Basin Project that brought irrigation water into the province. As a result the county contains many canyon and cliff features such as Palouse and Devils Canyons as well as unique rock formations and interesting geological formations, and potholes, lakes and the Columbia and Snake Rivers that make some of the rural areas suitable for the development of major recreational activities.

The Columbia Basin Project changed the landscape of western Franklin County by providing sufficient irrigation water for a wide variety of field crops, orchards, vineyards, etc., together with the appurtenant secondary support agricultural industries and businesses. Also within the agricultural lands of Franklin County, seasonal recreational use has become an embodiment of the rural life style and is encouraged, shared and even promoted as a facet of our extended community. Such activities are typically complementary to the business of farming or ranching and are an opportunity to share the daily rural experience with urban neighbors. Such use is additionally regarded as accessory to the businesses of agri-business.

Additionally, and because our unique physical and rural circumstances offer different destinations for visitors to experience the ambiance of the Columbia Basin, a Master Planned Resort (MPR) may be sited in either the Rural or Resource land use categories. Such siting however, must be consistent with this comprehensive plan's applicable goals, policies and strategies together with county ordinances. Many of the Rural land use categories are also categorized as I, II or III LAMIRDS and the siting of a Master Planned Resort must not only be consistent with the existing rural character, intensity of use, and respective mitigation requirements but also the limitations of expanding a LAMIRD. In the Resource land use categories agricultural lands must be protected, and preserved, and critical areas protection must be considered. Mineral deposits must also be preserved for future use. And, in any case the surrounding rural land use character must be preserved and off-site impacts mitigated to a rural level.

#### ***PURPOSE STATEMENT 8.***

*GMA Counties may permit master planned resorts, which may constitute urban growth outside of urban growth areas limited by this section. A master planned resort means a self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities. A master planned resort may include other residential uses within its boundaries, but only if the residential uses are integrated into and support the on-site recreational nature of the resort.*

The authorization for Master Planned Resort (MPR's) is provided under RCW 36.70A.360. The guidance provided in that section together with the following goals and policies are intended to facilitate the approvals and siting of an MPR.

**Goal 1.** Provide opportunities for Master Plan Resorts that will provide a mixture of recreational, commercial, lodging and resort-residential land uses that are appropriate for the site.

- Policy 1.** Encourage MPR' s, which do not conflict with existing adjacent land uses, and in those cases where conflicts may be created, ensure that appropriately planned buffers are provided.
- Policy 2.** Provide a process that will encourage MPR's to be high quality developments that are shown to be beneficial to the overall economy of the area and Franklin County, as well as being environmentally sound and appropriate for the site.
- Policy 3.** Plans developed for MPR's will be consistent with other elements of this comprehensive plan, particularly the designated Resource Lands sections.
- Policy 4.** New urban or suburban type land uses, including commercial activities, not associated with a MPR will be prohibited in the surrounding vicinity, except in areas otherwise designated for urban growth.
- Policy 5.** Necessary infrastructure for the MPR development will be provided by the proponent at the time of development, and will be consistent with the size of the development. Actual improvements may be phased concurrent with phased development, provided the overall scope of the project is planned for.
- Policy 6.** Development plans will seek to blend the site development and architecture with the natural character and features of the land, including but not limited to: topography, vegetation, geology, slope, soils, etc. The Master Plan will take all of these features and other considerations such as cultural heritage and the nature of the resource use, into consideration to keep the facility compatible with the surrounding area.
- Policy 7.** Encourage site planning that emphasizes cluster development with low impact site design that reflects the natural land characteristics wherever practical, and defines these clusters with surrounding open space areas.
- Policy 8.** Encourage the MPR to employ local citizens and provide affordable housing for its employees where appropriate for a given MPR site.
- Policy 9.** The design of the MPR will seek to internalize and provide needed facilities, services and utilities, which avoid, where feasible, impacts to existing public systems such as transportation, water, sewer, power, etc.
- Policy 10.** The MPR must have a primary focus on visitor accommodations, including short-term visitors and second homes. Some short-term visitor accommodations will be included in the initial phases.
- Policy 11.** Where the scale and location of the MPR makes it economically feasible, the MPR may also provide basic convenience goods and services to resort guests to reduce offsite traffic demands. Commercial activities will be encouraged to serve and focus primarily on the MPR' s resort market, and will be located in the interior of the development rather than on the perimeter.

- Policy 12.** All on-site and off-site infrastructure and public facilities and service impacts will be appropriately mitigated. Capital infrastructure and services can be provided in phases to meet the demand of separate development phases. To avoid over sizing, it may be appropriate for these improvements to be designed for total loads rather than peak demands.
- Policy 13.** It is incumbent upon the MPR to provide environmental and archaeological protection for the site.
- Policy 14.** When feasible the MPR will emphasize internal transit-oriented site planning to provide resort guests with convenient linkages between recreational activity areas and housing/lodging facilities through such means as mini-shuttles, bike paths, hiking paths, equestrian trails that minimize an extensive, paved automobile circulation system.
- Policy 15.** Community sewer, water, police and fire facilities may be provided on site, but will be sized to meet only the needs of the development. Existing public service purveyors may provide services as long as costs related to service extensions and any capacity increases generated by the development are borne by the development. MPR sewer and water facilities will not serve intervening uses, except those specifically designated in the comprehensive plan.
- Policy 16.** School facility, solid waste service, emergency medical service, storm water drainage facility, parks and recreation and any other public service impacts will be addressed and appropriately mitigated by the MPR.
- Policy 17.** Coordinate the transportation/circulation system, emergency services plan, signage and general access provisions to assure quick response in case of emergency.

***PURPOSE STATEMENT 9.***

*The agricultural landscape and activities common within rural and agricultural Franklin County encourage numerous recreational opportunities, which may include but are not limited to; rural style bed and breakfasts, horseback riding, upland bird and water fowl hunting, fresh water fishing in local rivers, lakes or ponds, hiking, rock climbing and others.*

- Goal 2.** Provide opportunities for the seasonal recreational use of farms or ranches engaged in full-time active agricultural use that is appropriate for the site.
- Policy 1.** Provide a permitting process for the county to consider the appropriateness for the seasonal recreational use of farms or ranches.
- Policy 2.** Encourage seasonal recreational land activities, which will not conflict with existing adjacent land uses, and in those cases where conflicts may be created, ensure that appropriately planned buffers or mitigation are provided.

- Policy 3.** Ensure that such accessory recreational use will not be detrimental to the overall environmental quality of the appurtenant and adjacent property, flora, fauna, groundwater, air, etc.
- Policy 4.** Ensure that such recreational use will be consistent with the other elements of this comprehensive plan, particularly the designated Rural and/or Resource Land sections.

***PURPOSE STATEMENT 10.***

*Several private or personal airstrips are located in rural/resource areas of the county and are important to agriculture (e.g., aerial spraying services). These airstrips can also serve certain public safety and economic development functions. Air space obstructions and incompatible land uses are among the mutual concern of aviators, landing field owners and neighboring property owners.*

Restricting development in the 30 Noise Exposure Forecast Zone insures compatible land uses adjacent to the airport and enables future development and air service to Franklin County without major disruption or incurring safety hazards. The airport area includes lands directly within the immediate sphere of influence of the airport, both in terms of immediate operations and long-range development plans.

**GOAL 1.** Provide airfields in areas with reasonable protection from airspace obstructions, incompatible land uses, and nuisance complaints that could restrict operations.

- Policy 1.** Residential lands underlying the air approach should be kept at a very low density to protect against potential accidents. Densities should be in compliance with Rural and Resource land use sections.
- Policy 2.** Land use in the area around an airport should be planned with potential noise problems in mind. Open space uses are most desirable such as agriculture, parks, cemeteries, golf courses, etc. Industrial uses are appropriate if located in a planned park. Very low-density residential use with sound-reduction would additionally be appropriate.
- Policy 3.** Industrial site development in the airport area should be planned with airport needs as well as neighborhood residential needs in mind and performance standards for noise should be established.
- Policy 4.** Performance standards for noise should be enforced and industrial site development in the airport area should be planned with airport needs as well as neighboring residential needs in mind.

## POPULATION, INCOME & HOUSING

### POPULATION

The 1910 federal census counted 486 people residing in Franklin County, 254 of whom lived in Pasco. By 1910 the county population increased by 10 times, by 2000 the population has increased by more than 100 times and by 2030 it will have increased by more than 226 times. In 1910 approximately 50 percent of the population lived in Pasco and in 2030 it is projected that 80 percent will live in Pasco.

The following table chronicles the population growth of Franklin County and the incorporated cities since their year of incorporation and respective decennial population since 1900.

**TABLE 4**  
**FRANKLIN COUNTY POPULATION by JURISDICTION, 1900-2000**

	Franklin County	Unincorporated	Incorporated	Connell	Kahlotus	Mesa	Pasco	Washington State
<b>Year Incorporated</b>	1883	-	-	1910	1907	1955	1891	1889
<b>1900</b>	486	232	254	-	-	-	254	518,103
<b>1910</b>	5,153	2,938	2,215	-	132	-	2,083	1,141,990
<b>1920</b>	5,877	2,033	3,844	311	151	-	3,362	1,356,621
<b>1930</b>	6,137	2,156	3,981	321	164	-	3,496	1,736,191
<b>1940</b>	6,307	1,866	4,441	365	163	-	3,913	2,378,963
<b>1950</b>	13,563	2,719	10,844	465	151	-	10,228	2,378,963
<b>1960</b>	23,342	7,822	15,822	906	131	263	14,522	2,853,214
<b>1970</b>	25,816	10,069	15,422	1,161	308	274	13,920	3,413,250
<b>1980</b>	35,025	14,619	20,406	1,981	203	278	18,425	4,132,204
<b>1990</b>	37,473	14,712	22,761	2,005	167	252	20,337	4,866,692
<b>2000</b>	49,347	13,686	35,661	2,956	214	425	32,066	5,894,143

Source: U.S. Bureau of the Census.

Table No. 5 describes the population of the county and each city on April 1st since 1995. The unincorporated population of Franklin County has been decreasing since 1996 because of the annexation of portions of the Riverview area to Pasco.

Although incorporated in 1910 Connell's first census was taken in 1920 and since the decennial population has increased steadily. By 1940 the city had grown 3.2%. Between 1950 and 1960 the growth rate reached a high of 94.8% increase. During the early 90's the population remained stable until the Coyote Ridge Prison opened for inmates in 1993 and by 2000 the city's population increased to 2,956 an increase of 47.5% over 1990.

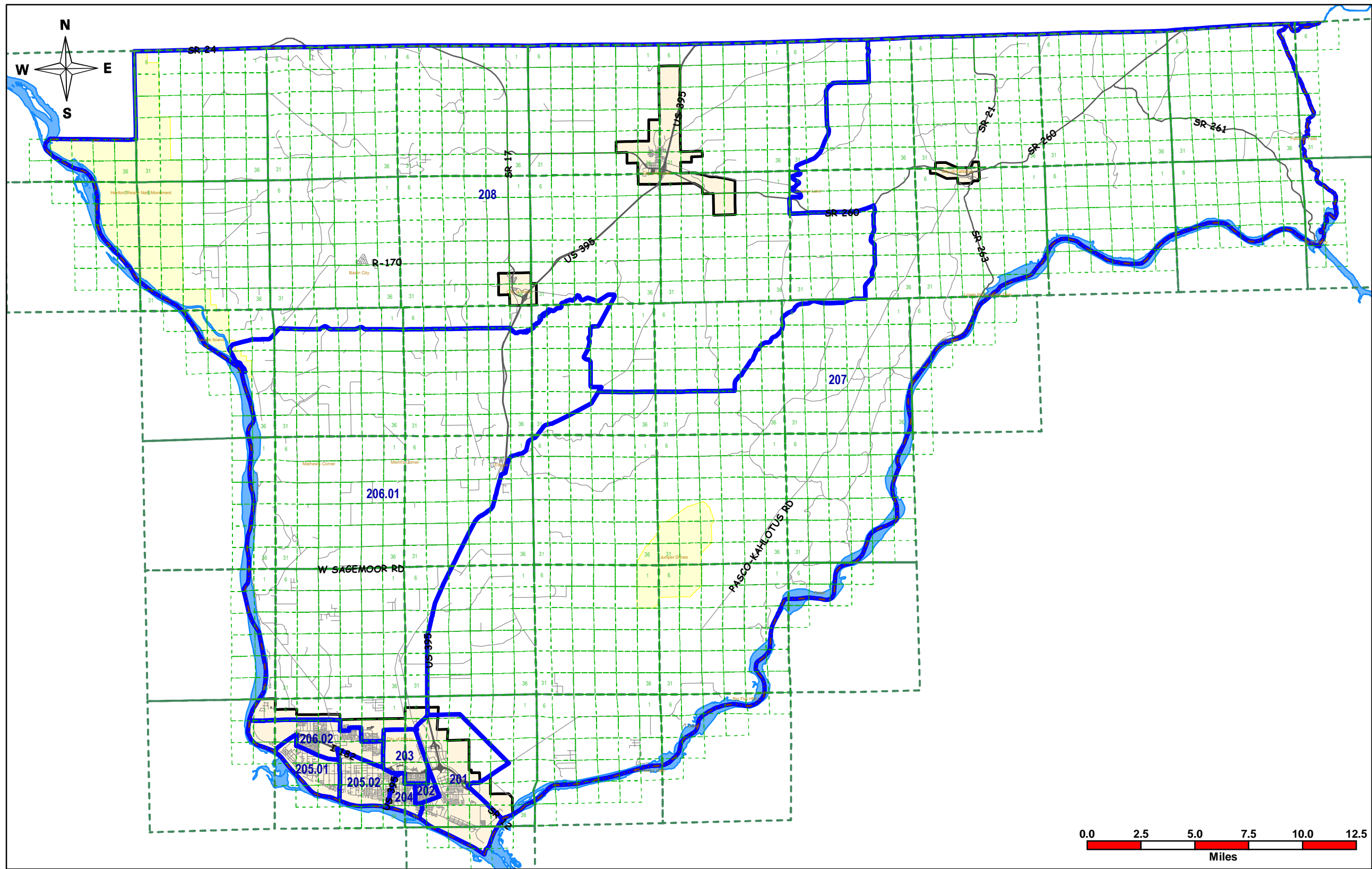
Kahlotus was incorporated in 1907 and enjoyed a fairly stable population from 1920 to 1950. In 1960 census takers counted 131 persons, in 1970 308, and by 1980 the population dropped to 203. By 1990 the count further dropped to 167 then rebounded to 245 by 2000. The population increased 187% between 1969 and 2000 from 131 to 245 with a peak of 365 during the late 60's due to dam construction employment.

Since its incorporation in 1955 Mesa's population increased gradually, except for a 9.4 percent (26 persons) drop in population between 1980 and 1990 and then a dramatic average annual increase of 6% during the 1990's.

**TABLE 5**  
**FRANKLIN COUNTY POPULATION by JURISDICTION, 1995-2007**

<b>Population</b>	<b>Franklin County</b>	<b>Unincorporated</b>	<b>Incorporated</b>	<b>Connell</b>	<b>Kahlotus</b>	<b>Mesa</b>	<b>Pasco</b>	<b>Washington State</b>
<b>1995</b>	45,756	18,270	25,730	2,690	215	325	22,500	5,429,900
<b>1996</b>	46,361	18,067	25,633	2,634	232	297	22,370	5,516,800
<b>1997</b>	47,206	15,215	28,685	2,750	215	420	25,300	5,606,800
<b>1998</b>	47,747	14,843	29,557	2,780	257	430	26,090	5,685,300
<b>1999</b>	48,306	15,030	30,070	2,800	245	425	26,600	5,757,400
<b>2000</b>	49,347	13,686	35,661	2,956	214	425	32,066	5,894,143
<b>2001</b>	50,400	13,765	36,635	2,970	215	440	33,010	5,974,910
<b>2002</b>	51,300	12,915	38,385	3,100	215	440	34,630	6,041,710
<b>2003</b>	53,600	12,175	41,425	3,190	215	440	37,580	6,098,300
<b>2004</b>	57,000	12,305	44,695	3,195	220	440	40,840	6,167,800
<b>2005</b>	60,500	12,455	48,045	3,195	220	440	44,190	6,256,400
<b>2006</b>	64,200	12,730	51,470	3,200	220	440	47,610	6,375,600
<b>2007</b>	67,400	13,325	54,075	3,205	220	440	50,210	6,488,000

Map No. 7 illustrates the physical location of the urban and rural census tracts in Franklin County. Census Tracts 201 through 205.02 and 206.02 are situated primarily within the Pasco UGA. Census tract 206.01 lies northerly of the Pasco UGA between SR 395 and the Columbia and extends northerly almost to Mesa and Basin City. Census Tract 207 lies within the easterly portion of the county, north of Pasco, east of SR 395 and includes the City of Kahlotus. Census Tract 208 lies northerly of Census Tract 206.01, westerly of census Tract 207 and includes the Cities of Connell and Mesa and Basin City. Basin City became a Census Designated Place as a result of the 2000 census with a population of 968.



- Legend
- Census Tracts
  - Urban Growth Boundaries
  - Rivers
  - Federal Lands
  - Franklin County



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GMA Comp Plan  
 2008

Census Tracts  
 Census Year, 2000

**Table 6**  
**Urban and Rural Population, Census 2000**

<b>Census Tract</b>	<b>201</b>	<b>202</b>	<b>203</b>	<b>204</b>	<b>205.01</b>	<b>205.02</b>	<b>206.01</b>	<b>206.02</b>	<b>207</b>	<b>208</b>
<b>Total</b>	5,862	5,841	4,998	8,118	2,607	6,152	4,409	3,167	1,383	6,810
<b>Urban</b>	5,862	5,841	4,998	8,118	2,607	6,152	0	3,045	0	2,910
<b>Inside Urbanized Areas</b>	5,862	5,841	4,998	8,118	2,607	6,152	0	3,045	0	0
<b>Inside Urban Clusters</b>	0	0	0	0	0	0	0	0	0	2,910
<b>Rural</b>	60	0	0	0	0	0	4,409	122	1,383	3,900

Table No. 7 describes the population by race and by Census Tract. Census 2000 describes Census Tracts 201, 202, 203 and 204 as predominately of Hispanic origin. The 2000 Census described the population of Franklin County as being 47% of Hispanic origin.

**Table 7**  
**Franklin County Population by Race by Census Tract, 2000 Census**

<b>Census Tract</b>	<b>Total Pop</b>	<b>White</b>	<b>Black African</b>	<b>Indian Eskimo</b>	<b>Asian</b>	<b>Hawaiian Pacific Islander</b>	<b>Other Race</b>	<b>Two or More Races</b>	<b>Hispanic Origin of any race</b>
<b>201</b>	5,862	1,989	362	55	41	9	3,183	223	4,532
<b>202</b>	5,841	2,602	135	51	48	6	2,750	248	4,234
<b>203</b>	4,998	2,513	138	34	95	4	1,988	226	2,994
<b>204</b>	8,118	4,011	239	56	167	19	3,338	288	4,931
<b>205.01</b>	2,607	2,377	20	15	27	1	105	62	180
<b>205.02</b>	6,152	4,980	148	54	121	8	592	249	1,131
<b>206.01</b>	4,409	3,537	18	29	18	5	721	81	1,327
<b>206.02</b>	3,167	2,627	42	17	122	1	271	87	524
<b>207</b>	1,383	1,227	6	4	4	0	114	28	247
<b>208</b>	6,810	4,689	122	47	157	4	1,238	553	2,932

### **Franklin County Population Projections**

GMA specifications require that county populations be expressed as a “reasonable” range developed within the state high and low population series. County high and low projection alternatives reflect uncertainty bands. They are not, in a formal sense, alternative scenarios. In general, the uncertainty band will be larger for smaller counties such as Franklin County than large ones. OFM high and low projections are based on probable economic and other assumptions. OFM growth assumptions do not carry forward extreme economic conditions or other factors that have resulted in relatively short periods of extreme high population gains or losses. County projection growth ranges, developed within the state framework, were established on the same basis and show moderate variations. It should be noted that Washington State and its counties have tended to exhibit growth spurts interrupted by periods of slower growth, stagnation, and even decline. These future spurts will also not be uniform in time and duration and the projections shown in Table 8 will not occur in a linear manner.



Several assumptions, some of which apply specifically to the Tri-Cities MSA, were used by OFM in their projection of county populations. Major growth, in terms of numbers, if not rates, will be through accretion at existing population centers. Rates of growth will be smaller (or potentially negative) at the centers and high on the periphery. This accretion will occur along existing transportation corridors and spurs, primarily the interstate highways and similar roadways. The Tri-Cities MSA is specifically noted as a “population center”.

**TABLE 8  
POPULATION PROJECTIONS FOR FRANKLIN COUNTY**

<b>Year</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>High</b>	93,947	108,649	123,593	138,096
<b>Medium</b>	80,348	90,654	100,666	109,861
<b>Low</b>	72,514	79,776	86,321	91,733

The rural population of Franklin County includes scattered farms, non-farm residential, and residential clusters at Basin City, Eltopia, Merrill’s Corner, Mathew’s Corner and Columbia River North. The rural population described in Table 9 includes the projected farm and nonfarm population outside the UGAs through 2030. The total rural population is projected to range from 11 to 12 percent, plus or minus, of the county population through the planning period.

**TABLE 9  
FRANKLIN COUNTY RURAL POPULATION PROJECTIONS– NON-UGA**

	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Total</b>	10,071	10,261	11,416	12,407
<b>Rural</b>	7,972	8,131	9,254	10,077
<b>Farm</b>	2,099	2,130	2,162	2,330

### **City Population Projections**

High, medium and low population projections for Connell are projected in the following table. The high population estimates are based upon an annual 3% growth rate, the medium 2% and the low 1%. The siting of the proposed new prison will accelerate the projected growth rate.

**TABLE 10  
CONNELL POPULATION PROJECTIONS**

<b>Year</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>High</b>	6,734	7,744	7,976	9,172
<b>Medium</b>	6,435	7,078	7,785	8,563
<b>Low</b>	6,095	6,399	6,718	7,054

The high, medium and low population projections for Kahlotus are projected in the following table. The high population estimates are based upon an annual 2% growth rate, the medium 1.5%, and the low 1.0%.

**TABLE 11  
KAHLOTUS POPULATION PROJECTIONS**

<b>Year</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>High</b>	299	330	364	402
<b>Medium</b>	284	306	330	356
<b>Low</b>	271	284	299	314

The high, medium and low population projections for Mesa are projected in the following table. The high population estimates are based upon an annual 2% growth rate, the medium 1.5% and the low 1.0%.

**TABLE 12  
MESA POPULATION PROJECTIONS**

<b>Year</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>High</b>	544	600	663	732
<b>Medium</b>	517	557	600	646
<b>Low</b>	493	518	545	573

It is assumed in this analysis that the unincorporated population within the Pasco UGA will be annexed into the City of Pasco during this planning period. The high, medium and low population projections for Pasco in the following table are 80% of the Franklin County population projections.

**TABLE 13  
PASCO POPULATION PROJECTIONS**

<b>Year</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>High</b>	75,158	86,919	98,874	110,477
<b>Medium</b>	64,278	72,523	80,525	87,889
<b>Low</b>	58,011	63,821	69,057	73,386

## **HOUSING**

### **Introduction**

The GMA requires Franklin County to prepare a housing element of the comprehensive plan that recognizes the vitality and character of established neighborhoods, and:

includes an inventory and analysis of existing and projected housing needs;

includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing;

identifies sufficient land for housing including, but not limited to government assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and,

makes adequate provisions for existing and projected housing needs of all economic segments of the population in unincorporated Franklin County.

In 1994 the county prepared an assessment of housing needs in unincorporated Franklin County and the city's of Connell, Kahlotus and Mesa, which included an inventory and analysis of existing and projected housing needs. To the extent possible portions of the previous study were updated in 2007 and are included in this element. The goals, policies and strategies are based on a needs assessment, the legal requirements of the GMA, the countywide planning policies, the recommended procedural criteria included in WAC 365-195-310, and public input.

Census 2000 counted 16,084 housing units in Franklin County through March 2000 including 14,840 occupied. An additional 6,536 single-family residences were placed or constructed in Franklin County between 2000 and September 2007. Tables 14 and 15 describes the housing units counted in the census by ownership, occupancy, owner or renter and type of dwelling unit.

**Table No. 14**  
**Housing Units – Census 2000**

Census Tracts	201	202	203	204	205.01	205.02	206.01	206.02	207	208	Total
Total	1,596	1,794	1,548	2,765	954	2,258	1,532	1,108	532	2,006	16,084

**Table 15 – Census 2000**  
**Housing Unit Summary**

	All Housing Units	Occupied Housing Units			Vacant Housing Units
		Total	Owner	Renter	
<b>Total Units</b>	16,084	14,840	9,751	5,089	1,244
1, Detached	9,251	8,857	7,563	1,294	394
1, Attached	312	273	131	142	39
2	593	541	66	475	52
3 or 4	924	832	28	804	92
5 to 9	588	482	30	452	106
10 to 19	373	312	0	312	61
20 to 49	392	325	9	316	67
50 or More	644	532	0	532	112
Mobile Home	2,961	2,645	1,902	743	316
Boat, RV, Van, etc.	46	41	22	19	5

Table No. 16 describes the occupied housing units by census tract and as either family or non-family households, and by the household size.

**Table 16**  
**Housing Type by Household Size, Census 2000**

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208	Total
<b>Total</b>	1,427	1,628	1,472	2,538	938	2,172	1,334	1,081	452	1,798	14,870
<b>Family Households</b>	1,199	1,115	1,162	1,765	791	1,726	1,110	895	349	1,491	11,695
2-person household	208	202	325	490	376	750	407	330	135	425	3,744
3-person household	190	218	243	358	158	343	195	212	52	292	2,204
4-person household	252	230	218	324	154	333	201	222	74	309	2,304
5-person household	208	187	155	246	61	173	139	72	40	176	1,463
6-person household	136	112	99	182	30	76	88	34	22	146	1,010
7-or-more person	205	166	122	165	12	51	80	25	26	143	970
<b>Nonfamily households</b>	228	513	310	773	147	446	224	186	103	307	3,175
1-person household	165	417	262	643	123	374	173	147	84	247	2,622
2-person household	51	64	37	90	19	58	29	36	16	44	399
3-person household	5	23	4	18	4	9	11	3	3	7	98
4-person household	4	3	2	13	0	4	4	0	0	7	45
5-person household	1	5	4	4	0	0	3	0	0	0	10
6-person household	2	1	1	2	1	1	2	0	0	0	0
7-person or more	0	0	0	3	0	0	2	0	0	2	0

Table 17 describes the average household size both separately by census tract and countywide.

**Table 17**  
**Average Household Size**

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208	County Wide
<b>Average household size</b>	4.10	3.47	3.39	3.15	2.77	2.82	3.31	2.93	3.06	3.48	3.26

Table 18 describes the average family size by census tract, differing from average household size because non-family households and non-family residents are not included in the average.

**Table 18**  
**Average Family Size – Census 2000**

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208
<b>Average family size</b>	4.43	4.23	3.77	3.76	3.01	3.15	3.55	3.23	3.52	3.82

To quantify the housing stock, the county was broken down by census tracts and analyzed on that basis. This has provided the an insight of the prevailing housing stock and the future housing needs by area.

Table No. 19 groups the periods of housing construction in Franklin County by census tract. Table No. 20 describes the median year by census tract the housing units were constructed.

Based on population projections for this planning period, 350 to 700 additional dwelling units will be required to house the 2030 rural population. It is expected based on historical construction trends that mix of new housing will be 50% site built and 50% manufactured home.

**Table 19**  
**Year Structure Built – Census 2000**

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208
<b>Total</b>	1,596	1,794	1,548	2,765	954	2,258	1,542	1,098	520	2,009
<b>Built 1999 to March 2000</b>	70	5	43	0	37	28	7	173	13	38
<b>Built 1995 to 1998</b>	285	35	61	48	129	138	190	531	33	261
<b>Built 1990 to 1994</b>	64	12	66	77	168	71	222	168	65	91
<b>Built 1980 to 1989</b>	180	85	79	232	54	103	137	105	98	178
<b>Built 1970 to 1979</b>	317	202	242	1,145	316	1,003	433	86	137	615
<b>Built 1960 to 1969</b>	192	295	353	404	147	518	211	26	42	343
<b>Built 1950 to 1959</b>	265	407	598	585	60	252	237	9	33	254
<b>Built 1949 to 1949</b>	131	456	87	244	27	80	69	0	22	152
<b>Built 1939 or earlier</b>	92	297	20	30	16	65	36	0	77	77

**Table 20**  
**Median Year Structure Built – Census 2000**

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208
<b>Median year structure built</b>	1974	1954	1962	1971	1977	1972	1975	1996	1976	1973

## GOALS, POLICIES AND STRATEGIES

### State Goals

*Housing* - Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. RCW 36.70A.020 (4).

## County Goals

### **PURPOSE STATEMENT 11.**

*Affordable housing is a term, which applies to the adequacy of housing stocks to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the market place will guarantee adequate housing for those in the upper economic brackets but that some combination of appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons. Each jurisdiction should incorporate a regional perspective into the identification of its housing planning area, with the understanding that the population to be planned for is countywide. All jurisdictions should share in the responsibility for achieving a reasonable and equitable distribution of affordable housing to meet the needs of middle and lower income persons. While government policies and programs alone cannot ensure that everyone is adequately housed, attention should be given to removing regulatory barriers to affordable housing where such action is otherwise consistent with the act. In the overall implementation of the act an effort should be made to avoid an escalation of costs, which will defeat the achievement of the act's housing aims.*

**Goal 1.** Encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing and encourage preservation of existing housing stock.

RCW 36.70A.210 (3) (e) requires that a county-wide housing planning policy will at a minimum address policies that consider the need for affordable housing, such as housing for all economic segments of the population and parameters for its distribution. Franklin County county-wide planning Policy No. 6 provides that:

A. The housing element of each municipal jurisdiction's comprehensive plan will:

1. Address the manner and the extent that demand from all segments of the housing market will be met.
2. Assess the ability to provide sufficient land, infrastructure and services to each housing segment including, but not limited to, government assisted housing for low income families, manufactured housing, multi-family housing, migrant agricultural worker housing, and group homes. All segments of the housing market must be accommodated in appropriate numbers.

B. Individual plans should encourage regeneration of existing housing inventories.

C. To the extent possible each plan should promote the construction of affordable housing, particularly for low and moderate income segments of the population.

D. Consideration should be given to the provision of diversity in housing types to accommodate elderly, physically challenged, mentally impaired, and special needs segment of the population, e.g., congregate care facilities.

E. Comprehensive plans will consider the effects of public improvement development costs on housing, including impact fees. Allowance for exemption from impact fees

for projects, which enhance housing for low and moderate income householders, should be considered.

- F. Each community is encouraged to provide its fair share of housing affordable to low and moderate income households by promoting a balance mix of diverse housing types.
- G. Consideration should be given to implementing innovative regulatory strategies, which provide incentives for developers to provide housing affordable to low and moderate income levels.

**Goal 2.** The County, and each municipality in the County, should determine the extent of the need (i.e., the demand) for housing for all economic segments of the population that are projected in each Comprehensive Plan.

**Policy 1.** These determinations should reflect the economic segments of the population for whom housing needs to be provided. Census or other reliable data shall be used in determining these projections.

**Policy 2.** A determination should be made as to the type of housing needed. This will include, but not be limited to, single-family detached, single-family attached, manufactured housing, duplex, triplex, fourplex, apartments, migrant agricultural worker housing, government assisted housing, group homes, and special housing types.

**Policy 3.** The determinations should be reflective of the countywide fair share housing allocation as established pursuant to federal or state law and supplemented by provisions established in intergovernmental agreements between County jurisdictions.

**Goal 3.** The County and each municipality in the County should determine their respective projected demand for housing to accommodate the forecasted population.

**Policy 1.** Identify vacant and infill parcels appropriately zoned for residential development with assurances that neighborhood compatibility will be maintained.

**Policy 2.** Identify vacant and infill parcels suitable for residential development and permitting sufficient land through zoning for one or more of the previously listed housing types and densities.

**Policy 3.** Encourage the preservation of existing housing stock through repair and maintenance rehabilitation and redevelopment.

**Policy 4.** In determining the suitability of the location and identification of sites for affordable housing, the County and each municipality in the County should consider the availability and proximity of transit facilities,

government facilities and services and other commercial services necessary to complement the housing.

**Goal 4.** The County, and each municipality in the County, shall maximize available local, state and federal funding opportunities and private resources in the development of affordable housing.

**Policy 1.** Implement innovative regulatory strategies, which provide incentives for developers to provide affordable housing to low and moderate-income households.

**Policy 2.** Ensure an allowance for exemption from impact fees for projects, which provide affordable housing for low and moderate-income households.

**Policy 3.** Explore and identify opportunities for non-profit developers to build affordable housing.

**Goal 4.** Communities must comply with the requirements set forth in the Growth Management Act and provide a mix in the range of dwelling units to provide their “fair share” of the County-wide housing need for all segments of the population that are projected for the County over the planning period.

**Goal 5.** Promote education and awareness addressing compatibility between various dwelling types and community standards.

**Policy 1.** Extend education and awareness programs to government agencies and residents that generate an awareness of the universal need to accommodate housing for all within all communities.

**Goal 6.** Promote and assist in the development of the necessary financial tools to ensure affordable housing.

**Goal 7.** Encourage the development of new housing within the Urban Growth Areas where existing or future facilities and services exist.

**Goal 8..** Seek ways to prevent discrimination in the development and maintenance of affordable housing.

**Goal 9.** Ensure the Comprehensive Plan housing policies accomplish their Goals.

**Policy 1.** Conduct an assessment of the housing demands and monitor the achievement of the housing policies not less than once every five years. Review program success in meeting these demands.

**Goal 10.** Support the establishment of a Bi-County Housing Consortium, which will work towards identifying the needs of the various constituents and also identify housing mix and facilitate locating of those various housing units.



**Strategies:**

**Strategy 1.** Promote education and awareness addressing compatibility between various dwelling types and community standards.

**Strategy 2.** Implement community education programs to eliminate stigmas attached to nontraditional dwelling types.

**Strategy 3.** Minimize the cost of housing by promoting innovative programs and techniques.

**Strategy 4.** Encourage creative solutions to housing issues through quality design, which is functional as well as livable.

**Strategy 5.** Promote and assist in the development of the necessary financial tools to ensure affordable housing for each jurisdictions population.

**Strategy 6.** Encourage the development of new housing with the Urban Growth Areas where both facilities and service are provided or future facilities and services are planned.

**Strategy 7.** Actively seek ways to prevent discrimination in the development and maintenance of affordable housing.

**Strategy 8.** Promote the availability and affordability of special needs housing and necessary supportive services.

**Strategy 9.** Ensure the comprehensive plan housing policies accomplish their objectives.

**Goal 11.** Encourage the availability of safe, sanitary and affordable housing for both migrant and permanent-resident farm workers.

**Policy 1.** Continue to allow accessory farm worker accommodations in agricultural resource areas, with the requirement that the property owner must employ one or more persons in each household.

**Policy 2.** Work with the agricultural community to develop criteria and a process for siting permanent and migrant farm worker housing in agricultural resource areas with consideration given to neighborhood and project security, health and sanitation, availability of public services, access, child care, and the availability of affordable housing in a nearby urban area.

**Policy 3.** Continue to work with state and local agencies to remove barriers to providing farm worker housing, and explore innovative approaches to meeting farm worker housing needs.

**Policy 4.** Evaluate state requirements for farm worker housing.

**Policy 5.** Work cooperatively with other public agencies, private institutions and organizations to encourage new housing and/or housing rehabilitation in suitable areas.

## INCOME

### Personal Income

Table 21 references both annual per capita and total personal incomes for Franklin County, Washington State and the USA between the years 1995 and 2005.

**Table 21 – Personal Income 1995 – 2005**

Year	Franklin County		WA	USA
	Per Capita	Total*	Per Capita	Per Capita
1995	\$16,868	\$772	\$23,660	\$23,255
1996	\$17,854	\$817	\$25,015	\$24,270
1997	\$17,803	\$828	\$26,469	\$25,412
1998	\$17,953	\$855	\$28,285	\$26,893
1999	\$17,678	\$855	\$29,807	\$27,880
2000	\$18,715	\$927	\$31,605	\$29,760
2001	\$18,956	\$963	\$31,976	\$30,413
2002	\$20,715	\$1,096	\$32,683	\$30,906
2003	\$20,757	\$1,169	\$33,254	\$31,472
2004	\$20,971	\$1,251	\$35,041	\$33,050
2005	\$20,573	\$1,295	\$35,479	\$34,471
Average Annual Growth	2.0%	5.3%	4.1%	4.1%

Source: US Department of Commerce, Bureau of Economic Analysis

\*Totals in 1,000,000 except per capita income

In 2005 Franklin County had a per capita personal income (PCPI) of \$20,573. This PCPI ranked 37<sup>th</sup> in the state and was 58 percent of the state average, \$35,479, and 60 percent of the national average, \$34,471. The 2005 PCPI reflected a decrease of 0.4 percent from 2004. The 2004-2005 state change was 1.5 percent and the national change was 4.2 percent.

In 2005 Franklin County had a total personal income (TPI) of \$1,295,502. This TPI ranked 21<sup>st</sup> in the state and accounted for 0.6 percent of the state total. In 1995 the TPI of Franklin County was \$771,878 and ranked 21<sup>st</sup> in the state. The 2005 TPI reflected an increase of 5.3 percent from 2004. The 2004-2005 state change was 2.9 percent and the national change was 5.3 percent. The average annual growth rate of for the state was 5.6 percent and for the nation was 5.2 percent.

### Median Income

Based upon data from the 2000 Census median family income in Franklin County is \$38,991. WAC 365-195-310 recommends that planning jurisdictions should use the following economic ranges for planning purposes:

- Extremely low income – below thirty percent of median income.
- Very low income – between thirty-one percent and fifty percent of median income.
- Low income – between fifty-one percent and eighty percent of median income.
- Moderate income – between eight-one percent and ninety-five percent of median income.
- Middle income – between ninety-six percent and one hundred twenty percent of median income.

## Poverty

The Office of Management and Budget sets the poverty level using poverty income guidelines, required by section 652 and 673 of the Omnibus Reconciliation Act of 1981. These guidelines are intended for use as an eligibility criterion for a number of federal programs. Specific questions about applying the guidelines and definitions to a particular program should be referred to the office responsible for that program.

Census 2000 disclosed in that the poverty rate for Franklin County 1999 was 19.2%. In 2002 the poverty threshold for a single individual under age 65 was \$9,359 according to the U.S. Census Bureau. A four-person family with one parent or guardian and three children under the age of 18 was considered to be living in poverty if their income was less than \$18,307.

Franklin County is additionally a Distressed County. For purposes of special assistance counties that have experienced a three-year average unemployment rate that is 20 percent above the states average rate are designated as distressed counties.

**Table 22**  
**Basin City CDP**  
**Income and Poverty – 2000 Census**

	Median income in 1999 (dollars)		Per capita income in 1999 (dollars)	Median earnings in 1999 of full-time year-round workers (dollars)		Income in 1999 below poverty level			
						Percent of population for whom poverty status is determined			
						All ages	Related Children under 18 years	65 years and over	
Households	Families		Male	Female					Percent of families
Basin City CDP	\$29,444	\$31,071	\$8,461	\$23,438	\$21,071	18.0	16.1	0.0	22.9

The Basin City CDP is located in Census Tract 208, Block 4. The difference in data between Table Nos. 21 and 22 may be because the Basin City CDP numbers are based on sample data and Table 22 was a 100% count.

**Table 23**  
**Income and Poverty Levels by Census Tract Block Group, 2000 Census**

Census Tract by Block group	Median household income in 1999	Median family income in 1999	Per Capita Income in 1999	Persons with income less than 50% Poverty Level (Percent)	Persons with Income less than 100% Poverty level (Percent)	Persons with Income less than 150% Poverty Level (Percent)	Persons with less than 175% Poverty Level (Percent)	Persons with Income less than 200% Poverty Level (Percent)	Percent of Households Below Poverty Level
201.1	\$28,542	\$28,542	\$7,142	7.85	25.13	62.65	63.70	70.68	23.58
201.2	\$30,368	\$30,294	\$9,013	5.94	19.16	29.46	41.34	53.81	15.87
201.3	\$22,188	\$20,000	\$10,488	0.00	20.00	38.95	38.95	80.00	16.67
201.4	\$28,173	\$30,577	\$10,453	21.19	30.07	41.69	46.24	63.86	34.79
201.5	\$23,889	\$23,889	\$5,266	2.94	29.41	71.18	80.00	80.00	16.67
201.6	\$29,583	\$26,607	\$8,544	3.60	19.21	48.63	60.51	69.11	20.51
202.1	\$12,473	\$20,882	\$8,352	19.18	47.38	62.99	70.61	76.72	51.17
202.2	\$41,442	\$39,531	\$14,256	6.37	18.70	36.60	45.45	50.84	17.59
202.3	\$22,500	\$21,033	\$8,057	16.32	42.19	60.85	65.97	72.74	37.32
203.1	\$30,893	\$17,083	\$14,738	0.00	41.03	56.41	56.41	77.78	34.15
203.2	\$83,835	\$91,527	\$47,574	0.00	0.00	2.92	2.92	2.92	0.00
203.3	\$24,489	\$26,495	\$9,079	20.92	31.34	54.49	58.40	64.06	39.90
203.4	\$43,125	\$44,688	\$14,260	3.90	10.76	16.80	26.91	34.27	10.22
204.1	\$21,318	\$19,986	\$7,528	11.93	38.20	60.53	69.60	75.27	40.77
204.2	\$35,625	\$42,742	\$16,588	9.95	21.28	26.68	27.29	42.79	16.59
204.3	\$18,785	\$17,443	\$8,483	20.51	43.16	66.64	70.02	77.54	33.73
204.4	\$34,583	\$29,821	\$10,055	21.11	22.07	33.52	33.52	56.70	6.86
204.5	\$38,750	\$37,011	\$25,043	8.82	24.86	35.29	42.79	42.79	16.43
204.6	\$36,731	\$40,313	\$11,120	10.99	21.05	39.16	42.41	51.53	18.81
205.01.1	\$67,344	\$76,447	\$49,073	3.22	3.70	12.89	15.99	15.99	2.37
205.01.2	\$70,568	\$69,375	\$24,408	00.0	7.85	7.85	7.85	12.63	6.59
205.01.3	\$64,450	\$65,750	\$24,887	9.57	9.57	10.26	14.56	14.56	8.12
205.01.4	\$86,522	\$97,102	\$36,289	0.67	0.67	0.67	0.67	0.67	1.77
205.02.1	\$49,957	\$52,813	\$17,723	0.58	1.68	3.71	4.64	14.39	2.96
205.02.2	\$59,167	\$58,988	\$20,908	0.81	0.81	12.61	15.26	16.17	0.00
205.02.3	\$68,125	\$68,906	\$25,422	0.00	0.00	1.22	11.71	11.71	0.00
205.02.4	\$66,071	\$80,452	\$30,697	1.06	1.06	3.18	4.85	4.85	2.69
205.02.5	\$52,545	\$53,393	\$19,524	0.00	3.33	7.84	12.94	14.31	3.65
205.02.6	\$42,750	\$48,942	\$21,119	6.40	15.08	18.03	24.85	26.54	10.44
206.01.1	\$32,500	\$42,917	\$11,356	0.31	3.74	31.31	36.92	48.60	7.78
206.01.2	\$41,953	\$43,571	\$20,404	5.14	12.04	32.99	32.99	38.66	9.63
206.01.3	\$54,022	\$60,417	\$21,772	0.32	0.32	12.70	22.17	22.17	0.00
206.02.1	\$64,213	\$66,389	\$20,898	1.48	2.72	4.25	4.25	9.86	1.83
206.02.2	\$47,845	\$47,566	\$20,241	1.54	1.54	6.54	8.75	15.00	2.45
206.02.3	\$85,810	\$85,810	\$36,970	0.00	0.00	0.00	0.00	0.00	0.00
207.1	\$38,289	\$39,519	\$16,513	9.73	15.43	21.14	27.06	40.80	11.98
207.2	\$47,981	\$51,875	\$14,859	7.10	8.74	13.11	17.60	33.55	7.28
208.1	\$34,352	\$38,125	\$12,713	6.71	21.76	37.12	44.51	49.03	17.42
208.2	\$32,155	\$38,125	\$12,334	10.69	15.39	30.15	33.59	36.13	13.85
208.3	\$54,408	\$54,803	\$19,918	2.28	12.79	22.07	26.48	26.79	5.64
208.4	\$31,321	\$30,958	\$11,560	8.58	29.27	49.47	59.39	64.67	24.88
208.5	\$43,500	\$54,545	\$18,230	2.30	6.50	21.52	34.91	41.27	8.11

**Table 24**  
**Poverty Status by Age, Census 2000**

Census Tract	Population for whom poverty status is determined										
	Poverty Level			Population below income level by age							
	Total	Below	At or above	Total	Under 5 Years	5 Years	6 to 11 Years	12 to 17 Years	18 to 64 Years	65 to 74 Years	75+ Years
<b>201</b>	5,844	1,334	4,510	1,334	214	39	254	142	630	20	35
<b>202</b>	5,666	2,085	3,581	2,058	369	67	292	207	1,072	45	33
<b>203</b>	4,991	1,158	3,833	1,158	190	27	248	134	534	10	15
<b>204</b>	7,965	2,457	5,508	2,457	467	60	495	215	1,139	47	34
<b>205.01</b>	2,601	128	2,473	128		0	11	40	60	4	13
<b>205.02</b>	6,146	257	5,889	257	18	0	55	17	167	0	0
<b>206.01</b>	4,312	321	3,991	321	32	11	30	15	218	0	15
<b>206.02</b>	3,157	67	3,090	67	0	0	6	13	48	0	0
<b>207</b>	1,388	153	1,235	153	19	2	22	17	82	11	0
<b>208</b>	6,237	1,320	4,917	1,320	199	41	227	189	636	22	6

## **RURAL LANDS**

### **INTRODUCTION**

The GMA requires the county to include a rural element in its comprehensive plan. The rural element must describe and accommodate land uses that are compatible with the character of rural areas. Rural lands are those areas outside of both the UGA's and the resource lands. Rural areas allow low to moderate densities that can be supported and sustained without urban services; primarily community or public water and sewer service. In accordance with GMA, development cannot occur in rural areas if it is urban in character. Rural areas are traditionally used for hobby farms, tree nurseries, green housing, agricultural crops, livestock, mineral extraction and processing, and low-density residential development.

Rural lands in Franklin County are areas that exhibit open space qualities, buffers, between urban lands and resource lands, provide non-resource areas for future urban expansion and retain the rural/agrarian character of the county while offering a variety of lifestyle choices for the residents of Franklin County. Rural characteristics may include:

1. Limited public services.
2. Areas of transition between urban, resource and critical areas.
3. Non-resource areas for future urban expansion.
4. Small-scale agricultural operations.
5. Home occupations and cottage industries provided they do not adversely affect the surrounding uses and the environment.
6. Industrial and commercial uses, which do not require urban level services, provided they are compatible with densities and land uses of rural areas.
7. Industries in rural areas related to and independent upon natural resources like agriculture and minerals.
8. Development densities that support and maintain rural area characteristics.
9. Areas developed to rural standards prior to GMA.

### **BACKGROUND**

Historically, rural land use was construed to be agriculture and other rural activities. With passage of the Growth Management Act, agriculture, and minerals were classified as natural resource lands and rural lands became those areas, which were not essential to agricultural use, or mineral extraction.

Areas with a rural land use designation include rural uses having existing and historic patterns of settlement and character, areas that in some instances function as a buffer between more urbanized areas and predominantly resource lands, natural environment and lands that may be added to the Urban Growth Area over time.

These residential areas are generally low density, with parcels varying between one and two acres to five acres in size. The majority of these segregated parcels is five acres in size and is served by individual wells and septic tanks as well as private roads. The private roads present a serious problem relating to snow removal, upkeep and emergency vehicle access. Some parcels have limited access.

Development in rural land areas may also include commercial and industrial enterprises in designated areas, which enhance the agricultural activities of the County.

Levels of service within rural lands relating to residential development will not require sewer or public water availability. Roads, however, will be required to be consistent with existing county road standards. All development must be able to be served by emergency vehicles (fire, police, ambulance).

## **LAMIRDS**

The GMA characterizes many rural areas as LAMIRDS or “Limited Areas of More Intensive Rural Development. LAMIRDS come in three (3) different types and are classified as Types I, II, or III. LAMIRDS are required to have a “logical outer boundary” (LOB) and may not be combined.

Type I does not allow new development except as it may be part of infill development or redevelopment. The Type I LOB will not be extended beyond its tightest logical boundary.

A Type I LAMIRD primarily consists of existing areas developed before the Growth Management Act was adopted by the state. Allowed uses and areas include commercial, industrial, residential or mixed-use areas whether characterized as shoreline development, villages, hamlets, and rural activity centers or crossroads developments. All Type I LAMIRDS, except an industrial area, must be principally designed to serve the existing and projected rural population. Type I, being neither rural nor urban, allowing existing areas or existing uses, must always be “limited” i.e., minimized and contained. A prohibition against including lands within the LOB that allows a new pattern of low-density sprawl for the existing area or existing uses must also be adopted. A Type I must be bound by logical outer boundaries delineated predominately by the built environment and infill allowed only within the LOB.

A Type II LAMIRD allows the intensification of development within the LOB on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses that rely on a rural location and setting. A small-scale recreation or tourist use is not required to be principally designed to serve the existing and projected rural population. Public services and public facilities will be permitted to those provide in a manner that does not permit low-density sprawl. Residential development

will only accommodate forecasted population increases within the life of the comprehensive plan.

Both Types II and III LAMIRDS allow new development, intensification of development and an LOB may be established to include additional lands where there is a logical boundary delineated primarily by the built environment.

A Type III LAMIRD also allows the intensification of development on lots containing isolated nonresidential uses or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents.

### **LAMIRDS: Primary method of boundary establishments**

In Franklin County the primary method of containing the rural development patterns is through the establishment of logical outer boundaries (LOBs) and incorporating them into land use categories during preparation of the land use map. Any deviation from the boundaries shown on the adopted land use map will require an amendment to this Comprehensive Plan. While amendments are not anticipated within the life of this Plan in rare cases it may be appropriate

LOBs were established first, by delineating the area of existing development. The outer boundaries were then adjusted in some areas to coincide with physical features such as bodies of water, roads, and landforms. Adjustments were also made to avoid irregular boundaries, providing a block of land rather than areas that could potentially house strips of development. Final logical outer boundaries include some undeveloped lands but predominately delineate the built environment.

### ***PURPOSE STATEMENT 12.***

*This plan provides for a variety of lifestyle choices in the rural areas. In order to define and establish physical boundaries for these choices, the rural land use patterns were analyzed in terms of existing development trends, service levels, and the potential service problems. Based on that analysis the following patterns and land use categories became apparent.*

### **RURAL SETTLEMENT**

*Rural Settlements* are generally small, compact, isolated areas offering a full range of consumer goods and services, libraries, post offices or some type of services such as community water and/or fire protection. A Rural Settlement is generally a designated rural area that functions as a small cross roads business center and provides housing, convenience goods, and services to residents in and around the area. This designation provides for the infill, development and redevelopment of lands and its intended that this area be a mixture of residential, commercial, and industrial. New residential development will be allowed at a minimum density of one dwelling units per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available. Each of these three



development areas was created prior to the adoption of the Growth Management Act and are classified as Type I LAMIRDs.

The land use designation utilized to map these rural lands is Rural Settlement. The Rural Settlement land use category recognizes certain developing areas and includes Basin City, Eltopia and Merrill's Corner. At such time as these settlement areas have sufficient population and express a community interest sufficient to begin planning for and assuming the responsibility for implementation of public water and sewer systems and other public services, their respective planning areas should be included into an adjacent UGA or a new one established.

**Goal 1.** To recognize and protect those rural communities developed prior to GMA while maintaining their respective rural character and minimizing low-density sprawl.

**Policy 1.** Maintain or improve the integrity and livability of rural neighborhoods without promoting rural sprawl.

**Policy 2.** Establish a harmonious relationship between natural areas and the developed environment.

**Policy 3.** Encourage agricultural production on properties when such use is viable.

**Policy 4.** Provide for the orderly development of Settlement Areas.

**Strategy 1.** Identify land needed for public purposes early in the planning process.

**Strategy 2.** Ensure that the planning process does not artificially inflate land values.

**Policy 5.** Commercial and industrial uses should be compatible with densities, land uses, and the respective standards of rural areas, and be adequately buffered from residential land use.

**Policy 6.** Economic sustainability should be encouraged through development, redevelopment, and infill within the respective LOB.

## **1. Basin City**

Basin City has been an integral part of northern Franklin County's farming community for many years. What was once a cross roads commercial development has grown to become a strong and growing farming area with a population of greater than 1,000. The area consists of commercial, industrial and residential developments. A school, library, daycare facility, restaurant, hardware store, mobile home park, agricultural services, and industrial developments are located in the area.

A logical outer boundary utilizing Basin City's built environment has been established. This boundary includes the area of the Basin City Water District to

the north, the area of the mobile home park to the west, the industrial park to the south, and the area adjacent to Glade North Road along the west. This boundary encompasses the existing pre-Growth Management development and tracts in the area.

## **2. Eltopia**

Eltopia has been an integral part of Franklin County's farming community for many years. Historically, the area has been a vibrant commercial and industrial community with rail service that provided a valuable service to the farming community. Over the years, this area has continued to decline in the number of commercial businesses but its residential population continues to be stable. The area has become a residential community with an infill of the historic railroad plat with lot sizes averaging between 5 acres and  $\frac{1}{4}$  acre in size. Numerous commercial and industrial lots are available for future infill.

A logical outer boundary for Eltopia is approximately 1.75 square miles. This includes the 5 acre tract development to the south along Highway 395 and the residential plat to north along Eltopia West Road. A rail line, the Esquatzel Coulee and Eltopia West Road all dissect the central portion of the Eltopia Rural Settlement Area.

## **3. Merrill's Corner**

Merrill's Corner has been an integral part of central Franklin County's farming community for many years. A crossroads commercial and industrial services area, the vicinity continues to grow with new businesses and residential homes in the area. The area consists of agricultural services, residential homes, gas station, restaurant, library, and post office.

The logical outer boundary for Merrill's Corner follows the areas' historic pattern for growth. This historical area consists of the residential development to the east, the industrial park development to the south/west and aligning with the  $\frac{1}{2}$  section line to the north.

## **RURAL REMOTE**

*Rural Remote* areas are characterized by residential development that occurred through an exemption to the State Platting law prior to the growth management legislation of the early 1990's. This exemption process lacked a formal County land use review process. This land use category includes 22 separate pre-GMA neighborhoods. Most lots are five acres in area, have private wells, on-site sewage disposal, and private gravel roads, and the perimeter of each designated area is established around existing parcel boundaries. No expansion of the boundaries is envisioned during the term of this comprehensive plan amendment and in-fill of the lots may occur at a minimum lot size of 5 acres only. Each of these 22 rural development areas are TYPE I LAMIRDS.

**Goal 1.** To protect property rights, encourage infill, and limit expansion of the LOB.

**Policy 1.** Limit commercial and industrial activities and encourage residential development and home occupations.

**Policy 2.** Encourage agricultural production on properties where such use is viable.

**A. Radar Hill Area**

The area consists mostly of 5-acre tracts with the exception of a few larger parcels. The logical outer boundary for this area is Radar Hill Road to the east, the South Columbia Irrigation Drainage to the south, the 15-40% slope along Sagehill Road, and the outer boundary of the 5 acre tracts to the west. The northern boundary for this area is the Franklin County/Adams County line. The boundary follows the perimeter of the existing tracts.

**B. Hendricks/Falcon Road Area**

The area consists of 5-acre tracts. The area is generally located in north Franklin County between Sagehill Road and Scootene Road on the south side of Hendricks Road. More specifically, the land is in Township 14N, Range 30E, Section(s) 31 and 32. The logical outer boundary for this area is Hendricks Road to the north and the edge of the existing five (5) acre tracts on the west, east, and south boundaries. The boundary follows the perimeter of the existing tracts.

**C. Fairway/Sagehill Road Area**

The area consists mostly of 5-acre tracts with the exception of a few larger parcels. The area is generally located in north Franklin County and west of the Basin City Rural Settlement Area along R-170. The logical outer boundary for the area, starting to the south and moving north, would be north of Sheffield Road, west of Fairway Road, and east of the irrigation district right-of-way. This area continues north of R-170, along the 5 acre tracts moving north along both the east and west sides of Sagehill Road. The boundary follows the perimeter of the existing tracts.

**D. Haworth Road Area**

The area consists mostly of 5-acre tracts of which there are approximately 34 tracts. The logical outer boundary for the area is the tracts existing perimeter. The area is located along the north side of Sagemoor Road, west of Dayton Drive, and east of the irrigation district canal right-of-way.

**E. North Slope Estates Area**

The area consists mostly of 5-acre tracts with the exception of a few smaller parcels. The area is generally located north of Birch Road, west of Taylor Flats Road and east of Sagemoor Road. The logical outer boundary for this area Sagemoor Road as the south boundary, irrigation canals right-of-way to the west and east, and the tract perimeter as the northern boundary.

**F. Alder/Taylor Flats Area**

The area consists mostly of 5-acre tracts. The area is generally located east of Taylor Flats Road, south of Birch Road, along the Alder Road. The tracts are located both north and south of Alder Road. South of Alder Road, the area's logical outer boundary consists of the tracts perimeter but also generally is adjacent to Taylor Flats Road, north of Brewster Road, and east of Bellevue Road. The boundary for the tracts to the north of Alder Road once again follows the tracts existing perimeter and include private roads such as Clearview, Amber, and Topaz roads

**G. Alder/Fairfield Drive Area**

The area consists mostly of 5-acre tracts with the exception of a few larger parcels. The area is generally located west of Glade North Road, east of Dayton Road along Alder Road. The area is located south of Alder Road. The area's logical outer boundary consists of the irrigation canal right-of-way to the south of the tracts, Fairfield Drive to the east, the perimeter of the tracts to the west and Alder Road to the north.

**H. Alder/Orchard Road Area**

The area mostly consists mostly of 5-acre tracts with the exception of a few larger parcels. The area is generally located west of Glade North Road, east of Dayton Road along Alder Road. The area is located north of Alder Road. This area's boundary involves irrigation canal right-of-ways along the east and north boundaries with the west boundary being the perimeter of the existing tracts. Interior roads are Clover Lane, Garden Drive, and Orchard Road.

**I. North Clark Road Area**

The area consists of 5-acre tracts with the exception of a few smaller parcels and one parcel greater in size than 5 acres. The area is generally located west of east of Taylor Flats Road, west of Lentz Road, and north of Clark Road. The tracts are located in the NW  $\frac{1}{4}$  of Section 32, Township 10N, Range 29E. The logical outer boundary for this area directly follows the boundary of the existing tracts.

**J. East Foster Well Road Area**

The area consists of 5-acre tracts. The area is generally located northwest of the City of Pasco, east of Highway 395 and on the north and south sides of East Foster Wells Road. Further the area is in the Northeast  $\frac{1}{4}$  of Section 8 and the Southwest  $\frac{1}{4}$  of Section 4, Township 9N, Range 30E. There are approximately 33 tracts in this area. The logical outer boundary for this remote development is the tracts existing perimeter.

**K. Tree Farm Road Area**

The area consists of 5-acre tracts. The area is generally located north of the Pasco-Kahlotus Highway in the West  $\frac{1}{2}$  of Section 10, Township 10N, Range 31E and 32E. The tracts are accessed from Pasco-Kahlotus Highway via Peterson Road. Numerous roads provide internal access in the area. These include Kepps, Galloway, Tree Farm, Meeker, and Haugan Roads. The logical outer boundary for this remote development is the tracts existing perimeter.

**L. Jake Road Area**

The area consists of 5-acre tracts. The area is generally located south of the Pasco-Kahlotus Highway along the east side of Jake Road in the East  $\frac{1}{2}$  of Section 10, Township 9N, Range 31E. There are approximately 64 tracts within this area and the logical outer boundary for this remote development is the tracts existing perimeter.

**M. Levy Road Area**

The area mostly consists of 5-acre tracts. The area is generally located south of the Pasco-Kahlotus Highway, east of Levy Road, and west of Herman Road in the South  $\frac{1}{2}$  of Section 5, Township 10N, Range 32E. The logical outer boundary for this area is the tracts existing perimeter.

**N. Ringold Road Area**

The area consists mostly of 5-acre tracts of which there are approximately 16 tracts. The tracts are generally located in the North  $\frac{1}{2}$  of Section 30, Township 12N Range 28 and 29E. Also located in South  $\frac{1}{4}$  of Section 19, Township 12N Range 29E. The logical outer boundary for the area is the tracts existing perimeter. The area is located along the east side of Ringold Road, north of Glenewood Road and south of Milwood Lane.

**O. Sierra Gold Area**

The area consists mostly of 5-acre tracts with a few larger parcels included in the area. The area is generally located west of Alder, south of Birch Road, north of

Helm Road, and approximately one (1) mile from the Columbia River. The tracts are adjacent to the irrigation district canal right-of-way to the south and Alder Road to the east. The logical outer boundary for this remote development is the perimeter of tracts existing boundary.

**P. Martindale Road Area**

The area consists mostly of 5-acre tracts with a few larger parcels included in the area. The area is generally located north of the Snake River, south of the Pasco-Kahlotus Highway along the east side of Martindale Road. Internal private roads servicing the area are Green Road, Decker Road, Moore Road, and Arousa Roads. The logical outer boundary for this remote development is Arousa Road along the east, Martindale Road along the west and following the tracts existing perimeter to establish the north and south borders of the area.

**Q. Ice Harbor Road Area**

The area consists of 5-acre tracts and is generally located one (1) mile south of the Pasco-Kahlotus Highway along the west side of Ice Harbor Road. The area has been development with 32 tracts which area accessed by private lanes and roads. Internal roads are Jessica Road, O'Brian Road, and Coltsfoot Road. The logical outer boundary for this remote development is the perimeter of tracts existing boundary.

**R. Byers/Iris Lane Area**

The area is generally located ½ mile north of the City of Pasco along the south side of Dent Road and west of Road 68. The area has been developed into 5-acre tracts with a limited number of lots, which are greater in size and smaller in size. The area is accessed by internal County roads known as Byers Road and Iris Lane. The logical outer boundary for this remote development is the perimeter of tracts existing boundary which includes the South Columbia Basin Irrigation Right-of-Way to the west and Dent Road to the north of the tracts.

**S. East Connell/Road 260 Area**

This area is generally located east of the Connell Urban Growth Area along the north side of Highway 260 and south of Miller Road. The lands are designated non-resource and include 18 tracts that mostly 5 acres in size with the exception of one larger parcel. The logical outer boundary for this remote development is the perimeter of tracts existing boundary with Road 260 as the southern perimeter.

**T. Columbia River Road Area**

This area is generally located approximately 4 miles north of Pasco along the west side of Columbia River Road. The land has been historically designated for Rural

lands and prior to the implementation of growth management legislation was divided into 9 tracts that approximately 5 acres in size. The logical outer boundary for this remote development is the perimeter of tracts existing boundary with Columbia River Road as the eastern perimeter.

**U. Columbia River Road North/Fir Road Area**

This area is generally located approximately 8 miles north of Pasco, south of the Fir West Road and Columbia River Road intersection along the east side of Columbia River Road. The lands are scenic in nature and are situated along the Columbia River. Prior to the implementation of growth management legislation lands in this area were divided into 16 tracts that range in size from 3 acres to 10 acres in sizes. The logical outer boundary for this remote development is the perimeter of tracts existing boundary with Columbia River Road as the eastern perimeter.

**V. Ice Harbor Dam/Rocky Road Area**

The area consists of tracts less in size than 5 acres. The area is generally located along the north side of the Snake River, south of the Pasco-Kahlotus Highway along the east side of the Ice Harbor Road Area Rural Remote designation and located north of the Ice Harbor Dam. The area has been developed with 8 tracts that are accessed by private lanes such as Rocky and Robideaux Roads. The logical outer boundary for this remote development is the perimeter of the tracts existing boundary with Ice Harbor Road to the west and Robideaux Road to the east.

## **RURAL RESIDENTIAL**

*Rural Residential* areas are characterized by residential development that occurred prior to the growth management legislation of the early 1990's. These areas are located northerly of Pasco and act as a traditional transition between the UGA and the county's resource lands. The developments were created through traditional County Subdivision and Short Plat ordinances and guidelines and were designed for the in-fill 1-acre lots and construction of county roads. The LOB for these areas will not expand during the life of this Plan. The lots will in-fill at maximum residential density of one dwelling per acre. Other than approved hobby farms and home occupation type activities, commercial and industrial uses are discouraged from these areas. This designation provides for the infill, development and redevelopment of lands and is intended to residential in character. Each of these development areas are Type I LAMIRDs

**Goal 1.** Provide for the orderly transition between urban and agricultural land uses.

**Policy 1.** Contain the size of the Rural Residential area without expanding the established LOB.

**Policy 2.** Identify land needed for public purposes early in the planning process.

**Strategy 1.** Provide standards or strategies for the establishment of transportation and utility corridors.

**Policy 3.** Limit commercial and industrial activities and encourage residential development and home occupations.

**A. Clarks Subdivision Area**

The area has been a historic location for rural residential density development. In-fill development has been on going within the logical outer boundary since the adoption of the County's growth management plan. This LAMIRD is located north of Pasco, south of Clark Road, east of Road 36 and west of Glade North Road. Internal roads include Road 36, Road 42, Road 44, Janet Road, Ivy Road, Melody Lane, Quail Road, and Roberta Roads. This development area acts a transitional area between the Pasco Urban Area and the County' resource lands. The logical outer boundary for infill development shall be Clark Road to the north, Road 36 to the east, future Road 52 to the west, and the perimeter of the existing tract boundary to the south (lots 20 acres or less in size).

**B. Deseret Area**

The area has been a historic location for rural residential density development. In-fill development has been on going within the logical outer boundary since the adoption of the County's growth management plan. This LAMIRD is located north of the Pasco UGA, south of Clark Road and east of Road 68. Internal roads include Deseret Drive, and Road 70 North. This development area acts as a transitional area between the Pasco Urban Area and the County' resource lands. The logical outer boundary of this transitional area for infill development shall be Road 68 to the west, Pasco UGA to the south and the perimeter of the existing tract boundary to the east and north.

**RURAL SHORELINE DEVELOPMENT**

*Rural Shoreline Development* is characterized by a mixture of ½ acre to 5.0 acre residential developments, scattered single family residences, small farms, and where residential developments are expected to continue to occur. The existing developments were created through traditional County Subdivision and Short Plat guidelines and the maximum residential density for this area ranges from one dwelling unit per acre to one dwelling unit per five acres. This designation provides for the infill, development and redevelopment of lands and its intended that this area be exclusively residential in nature.

**Goal 1.** Ensure that access to the shoreline is available in accordance with the provision of the Shoreline Management Act.



**Policy 1.** An adopted pedestrian walkway or trail plan should identify public access points to the shoreline.

**Strategy 1.** Public access corridors should be established at the time of subdivision.

**Strategy 2.** Identify land needed for public purposes through the planning process.

**Goal 2.** Ensure that this land use category is limited to residential use only.

**Policy 1.** Contain the size of the Rural Shoreline area without expanding the established LOB.

**Strategy 1.** Provide standards or strategies for the establishment of transportation and utility corridors.

**A. Columbia River West Area**

Prior to growth management, numerous shoreline lots and adjacent tract developments were built along the Franklin County shoreline. These lots range in size from 5 acres in size to ½ acre in size. In 1995, this area was designated to be included in the Pasco Urban Growth Area. Consistent with the existing land use patterns in the area, development has continued within this area since the adoption of the 1995 Comprehensive Plan. At Pasco's request, this area has been removed from its Urban Growth Boundary as part of this Plan Update. This area is a Type I LAMRID.

A logical outer boundary utilizing the Pasco UGA to the south, Richland and the Columbia River to the west, Dent Road- to- Frazier Road- to the South Columbia Irrigation canal right-of-way along the east and Sagemoor Road to the north has been established. This boundary encompasses the existing pre-Growth Management development and tracts in the area.

**AGRICULTURAL SERVICE CENTER**

*Agricultural Service Centers* are characterized by agricultural processing facilities and limited agricultural support services that support local agricultural activities, including small and large scale agricultural industries and businesses in a compact core, single-family residences, and open space. This designation provides for the infill, development and redevelopment of lands and is intended to be an area that is a mixture of agriculturally related residential, commercial, and industrial activities. New residential development will be allowed at a minimum density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services.

**Goal 1.** To provide a rural center for agri-business and retail, service and residential support.

**Policy 1.** Ensure that the development impacts of an Agricultural Service Center are contained within the LOB and do not detrimentally affect adjacent land uses or transportation facilities.

**Strategy 1.** The accumulative impact of development should be measured before permitting additional, industrial, commercial, recreational or residential land uses.

**A. Mathew's Corner Area**

A Type III LAMIRD, this area developed prior to GMA, has been historically designated for Rural Service Center development activities in past Franklin County Comprehensive Plans. The area historically has been developed for crossroads commercial or industrial activities. Its location is central to the County's agricultural community and is located at the corner of Taylor Flats Road and Eltopia West Road. The logical outer boundary, similar to the historically used boundary for the area, is ¼ mile each direction from the intersection.

**B. Pasco-Kahlotus Hwy Area**

A Type III LAMIRD, this area developed prior to GMA, has been historically designated for Rural Activity Center type development in Franklin County Comprehensive Plans. The heavy agriculture and industrial activities occurring in the area assist in servicing the agricultural areas east of Pasco. Consistent with an Agricultural Service Center designation, the area has been developed with a fire station, airstrip, airport hangers and agricultural supplies. The area is located east of Pasco, along the north and south sides of the Pasco-Kahlotus Highway near the Carr and Peterson Road intersections. The logical outer boundary for the area includes the area's non-resource lands and ¼ section lines surrounding the main intersection.

**C. North Pasco/Taylor Flats Area**

A Type III LAMIRD, this area developed prior to GMA, currently consists of agricultural processing facilities and storage and is an area that is accessed by 5 different county Roads. Road 68, Taylor Flats, Columbia River, Dent, and Clark Roads all intersect in this general vicinity. The area is located approximately 1 mile north of the Pasco Urban Growth Area boundary. The logical outer boundary is the perimeter of the southwest quarter of Section 33, Township 10N, Range 29E. The subject area is bordered by the north side of Clark Road and Dent Roads, the east and west sides of the Columbia River and Taylor Flats Roads respectively, and the north boundary of the northerly property line of the existing agricultural processing facility (known as Douglas Fruit).

**RURAL ACTIVITY CENTER**

*Rural Activity Center Areas* are characterized by small-scale business's normally located near the cross roads of intersecting roads in the rural portions of the county. These businesses are constructed normally to serve the local areas and the traveling public. Normally, business related activities are predominant in these areas excluding new industrial and residential activities. This

designation provides for the infill, development and redevelopment of lands within the Rural Activity Center Boundary and requires the activities be commercial in nature. Existing centers are at Crestloch and SR 395.

**Goal 1.** This land use category will establish the location of existing or proposed rural commercial nodes, while minimizing adverse impacts to adjoining properties, and prevent the occurrence of low-density rural sprawl.

**Policy 1.** Ensure that the development impacts of a Rural Activity Center are contained within the land use category and do not detrimentally affect adjacent land uses or transportation facilities.

**Strategy 1.** The accumulative impact of development should be measured before permitting additional commercial land uses. New commercial nodes should be discouraged.

**A. Crestloch Road Area**

A **Type III LAMIRD**, this area has been designated for Rural Activity Center activities since the 1990's. The area is located between Pasco and Eltopia along the east side of Highway 395 at the Crestloch intersection. The area has been developed with mercantile, agricultural produce sales along with recreational vehicle and large truck parking amenities. To limit traffic related congestion along the Highway, the area has been limited to the east side of Highway 395. Past Comprehensive Plan designations involved both sides of 395 at the intersection. The area's logical outer boundary includes the area's small parcels located on the north and south sides of Crestloch, approximately 1/8 of a mile from Highway 395.

**B. Williams Road/SR 395 Area**

A **Type III LAMIRD**, this area has been designated for Rural Activity Center activities since the mid-1990's. This area is located in northern Franklin County along the west side of SR 395 near the intersection of Williams Road and the Franklin/Adams County line. This area has been utilized for commercial activities (Post 60) for many years. Post 60 was originally located one mile south of this location, but was forced to relocate, with County approval after the State Highway Department expanded SR 395. The logical outer boundary for this approximately 20 acre area includes the Franklin/Adams County line to the north, SR 395 to the east and the west line of Section 5, Township 14N, Range 32E. W. M.

**RURAL INDUSTRIAL**

*Rural Industrial Area* is a historically designated comprehensive plan land use designation in Franklin County. This land use designation is provided for agricultural related industries as well as those industrial uses requiring some distance from urban areas because of nuisance factors such as noise, odors, light, dust, proximity to resources and/or access, etc. This designated Rural Industrial area is located north of Pasco and is characterized with heavy agricultural and

industrial uses along both Oregon Avenue and Glade North Roads. Rail service is also provided within its boundaries. Industrial activities such as equipment storage yards, processing, agricultural storage, and power generating facilities are examples of industrial type development in this area.

This type of development is normally provided to serve both the local and regional public. The LOB of these areas will not need to expand during the term of this plan. Typically, commercial and residential uses that are not industrial related are not permitted within this land use category.

**Goal 1.** Encourage the development of rural industrial businesses in Rural Settlement & Rural Industrial areas.

**Policy 1.** Provide an opportunity within a predictable industrial development atmosphere that will foster economic diversity.

**Policy 2.** Ensure that adequate industrial land is available for development.

**Policy 3.** Allow industrial development to occur within areas that are served by police and fire protection, water, and roadways.

**Policy 4.** Non-industrial uses should be discouraged from locating within industrial areas.

**Policy 5.** Encourage diverse economic opportunities and uses compatible with and supportive of a rural way of life.

**Policy 6.** Industrial and commercial uses not requiring urban level services may be allowed in rural industrial areas, such as a contractor's storage yard. However, these uses should be compatible with densities, land uses, and standards of rural areas and be buffered from residential development in Rural Settlement areas.

**Policy 7.** Encourage siting of agriculturally related industries in areas that are appropriate and compatible.

**Strategy 1.** Encourage agriculturally related activities to occur within existing rural area boundaries.

**Strategy 2.** Encourage siting of agricultural storage facilities and industries within reasonable distances of the source of the commodity.

**Goal 2.** To provide areas for the siting of rural industrial businesses with sufficient buffering to mitigate off site impacts to adjacent properties of lesser land use intensity.

**Policy 1.** Off-site impacts should additionally be mitigated including but not limited to vehicular traffic generated, noise, atmosphere emissions, and ground water discharges.

**Strategy 1.** Industrial development should enhance the economic activity, employment, and tax base without detracting significantly from the rural character or the environmental quality of the county. These areas could include energy production, farm (agricultural) supplies and machinery service and repair, building supplies and materials, contractor's yards, etc.

### **North Pasco—Oregon Street Area**

A. A Type III LAMIRD, this area has been historically designated for Industrial development in Franklin County Comprehensive Plans. The area consists of industrial and heavy agricultural activities such as agricultural storage facilities, processing, cellular communication, chemical fertilizers, natural resource utilities truck storage express yards, rail yards, and mining operations. A majority of these activities occur along Glade North Road, Oregon Street, and Selph Landing Roads. The logical outer boundary for the area is Glade North Road to the west, Phend Road to the north, SR 395 to the east, and the Pasco Urban Growth Boundary to the south.

### ***PURPOSE STATEMENT 13.***

*“Rural” means different things to different people; open space and various lifestyle options to name a few. This goal and the related policies recognize the importance of maintaining the county’s rural character and land uses.*

### **GOAL 1. Maintain the rural character of the County.**

**Policy 1.** Ensure that only rural densities and uses are permitted.

**Policy 2.** Encourage low-intensity rural development to maintain rural character.

**Strategy 1.** Encourage the infill of existing developments before any new developments are approved.

**Strategy 2.** Establish a variety of lot sizes for development while maintaining the rural character.

**Strategy 3.** Require that development meet design standards for roads, rights-of-way, sewer/septic, domestic water, lighting, and storm drainage, prior to final plat or short plat approval.

- Strategy 4.** The subdivision of land within areas designated for Rural Settlement, Rural Residential and Rural Shoreline land use may have a minimum lot area of one acre provided the development is within a Type I LAMIRD and community wells and paved public roads are provided.
- Strategy 5.** The subdivision of land within areas designated for Rural Remote land use will have a minimum lot area of five acres because of the minimal infrastructure improvements required.
- Policy 3.** Promote the use of open space for agriculture, retention of critical features, or passive recreation, using the special assessment programs as incentives.
- Policy 4.** Encourage the adoption of development standards in rural areas that will enhance the rural quality of life.
- Policy 5.** Conserve rural resources.
- Policy 6.** Where parcelization has already occurred, encourage reconfiguration that allows the same number of lots with a design that will have less impact on surrounding lands.
- Policy 7.** Land uses in residential rural areas should be related to farms, mining areas, outdoor recreation and entertainment, tourism, residential uses and open space activities.
- Policy 8.** To ensure compatibility and reduce conflicts between resource uses and rural uses, establish site plan requirements including special siting criteria, setbacks, or review procedures for new or expanded land uses, which by their nature are especially sensitive to farm or mineral operations. Such uses may include residential development, schools, daycare facilities, hospitals or clinics, outdoor recreational facilities, and similar uses.
- Policy 9.** Publicly recognize land development practices that use site planning and design to help achieve the goals of this plan.

***PURPOSE STATEMENT 14.***

*Agricultural lands within rural areas promote rural character and contribute to the county's overall economic base. As such, commercial agricultural operations within rural areas should be protected until farmers are ready to convert agricultural lands to other uses. This goal and related policies recognize agriculture is important in the rural areas, and seek to prevent conflicts between agricultural activities and other land uses.*

**GOAL 1.** Recognize agriculture as an important economic activity within designated rural areas.

**Policy 1.** Land use activities adjacent to commercial farming operations in designated rural areas should be located and designed to minimize conflicts with farm-related activities.

**Policy 2.** Rural uses adjacent to designated resource lands of long-term commercial significance will be located, designed and subject to special setbacks and other appropriate buffers to minimize conflicts with agricultural or mining practices and other activities associated with resource lands. Techniques may include, but are not limited to the following:

1. Use of landscaping, berms, barriers, and site screening where a positive buffering benefit (i.e., reduced trespass, noise, and visual objections) can be demonstrated.
2. Orienting structures and fencing for usable exterior spaces (patios, rear yards and other similar areas) to minimize potential impacts from odors, noise, dust and sprays.
3. Use of site design to increase physical separation of rural and resource uses to the greatest extent possible.
4. Use of special siting criteria, siting or review procedures for uses considered to be especially sensitive to farming or mining operations. Considerations in reducing the setback may include the size or shape of the parcel, historic use, natural features, physical barriers, crop type and structures on the adjoining properties, proposed site design, and use of screening, berms, barriers and landscaping.
5. Buffers and setbacks required under this policy will be borne by the adjoining rural use.

***PURPOSE STATEMENT 15.***

*This goal and its policies address “rural” from a service and density perspective. It defines what type of services (roads, water, sewer) can be expected, and what densities (numbers of houses per acre) may be allowed so that rural areas remain rural.*

**GOAL 1.** Define the limits of services available to support a rural way of life.

**Policy 1.** Environmental, health, and safety concerns will be a part of the criteria used to determine the intensity to which a specific parcel can be used.

**Policy 2.** Rural area residents should expect the level of public services, such as water systems, emergency services (fire, life and safety) and road improvements (paving, snow removal, dust abatement) will be limited as distance increases from the urban areas.

- Policy 3.** Municipal sewer lines should not be extended into rural areas except to remedy documented groundwater contamination problems or to correct documented existing or impending health hazards. However, community sewer and/or sewer district may be provided in rural areas.
- Policy 4.** Existing public water systems should be used if available and capacity exists. In rural areas where an existing system is not available, and where density allocation/cluster development is proposed, community wells will be required for new development.



## **RESOURCE LANDS**

The GMA requires counties to identify resource lands of long-term commercial significance, which in Franklin County include agricultural and mineral lands that can be economically and practically managed for commercial production. The Act encourages the conservation of productive resource lands and discourages incompatible uses. Generally, resource lands have special attributes that make them productive which, cannot be re-created if they are lost to development or mismanaged. The Act defines resource lands as having, "the growing capacity, productivity, and soil composition for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land." [RCW 36.70A.030 (10)]. These lands also provide aesthetic, recreational, and environmental benefits to the public while contributing to the diverse character of the County.

Franklin County identifies resource lands of long-term significance using distinctive characteristics such as soil types, geologic structure, location, and other unique identifiers characteristic of the resource and set forth in the Act. Currently, there are no known locatable mineral deposits although sand and gravel deposits are widespread. Frequently such deposits are very large and usually found along either past or present drainage systems. And, eolian deposits are also found in great abundance and closely associated with sand dunes. In the early 1920's natural gas was found in commercial quantities along the Rattlesnake Hills. These hills are east/west trending anticlines lying approximately 20-25 miles northwest of Pasco in Benton, County. It is believed that extension of these structures continues across the Columbia River into Franklin County, covered under thousands of feet of Columbia River basalt. However, since nothing has been drilled that deep in Franklin County, this relationship is considered speculative.

## **AGRICULTURAL LANDS**

The GMA provides that cities and counties should "assure conservation of agricultural lands of long-term significance". The Act also requires local government to assure that land uses adjacent to designated resource lands not interfere with the continued resource use.

Agriculture and its related commercial and industrial businesses provide the economic base in Franklin County. The diversity of this agricultural base provides a relatively stable economic base and contributes to the areas' cultural heritage and quality of life.

Franklin County has approximately 809,485 acres of lands including approximately 700,000 acres of farmland with a mixture of irrigated land, dryland, and rangeland agriculture. Map No. 8 illustrates the Irrigated/Dryland fields within Franklin County as provided and updated by the Franklin Conservation District.

Soils in these agricultural areas were classified using the U. S. Soil Conservation Service national classification of agricultural lands. There are three classifications, Prime, Unique, and those of State and Local Significance.

### Prime, Unique, & Farmlands of State and Local Significance

Prime agricultural lands are lands with soils best suited for producing food, feed, forage, fiber, and oilseed crops, and are also available for these uses. They have the soil qualities, growing season, and moisture supply required to produce economically sustained high yields of crops when managed according to modern farming methods.

Farmland soils other than prime farmland used for the production of specific high value food and fiber crops are classified as unique agricultural lands. These lands have the special combination of soil quality, location, growing season, and moisture supply needed to economically sustain high quality and yields when managed according to modern farming methods.

Areas shown in agricultural uses will be in, or already are in productive crop agriculture (these areas also include grazing lands). With water availability, the soils are sufficiently deep for irrigated cropping. Soils are also sufficiently deep for non-irrigated cropping.

Areas within this designation should be conserved, insofar as is practicable and desirable, for the continued economic welfare of the farm industry and residents of the County. Farm labor housing, farm supplies, and agricultural storage/processing are compatible uses.

In Franklin County agricultural lands of long-term commercial significance are soil classification 1-3 according to the Land Capability Classification of the USDA Soil Conservation service. Further, the County's Prime, Unique and of State and Local Significance soils as generally shown and mapped by the Franklin Conservation District on Map 8, are also described as agricultural lands of long-term commercial significance in Franklin County.

**Table 25 - Franklin County Land Use Breakdown**

Land Use Category	Acres	Acreage Total by Category	% Total
<b>Federal Lands/Lakes &amp; Rivers</b>			
Hanford Reach Nat'l Monument	23,195		2.87%
Juniper Dunes Wilderness Area	7,393		0.91%
Lakes and Rivers	15,095		1.86%
<b>Total Federal Lands/Lakes &amp; Rivers</b>		45,683	5.64%
<b>UGAs</b>			
Connell	7,466		0.92%
Kahlotus	928		0.11%
Mesa	1,455		0.18%
Pasco	25,658		3.17%
<b>Total UGAs</b>		35,508	4.39%
<b>Rural Lands</b>			
Rural Residential	506		0.06%
Rural Shoreline	1,548		0.19%
Rural Settlement	2,773		0.34%
Rural Remote	4,772		0.59%
<b>Subtotal</b>		9,600	1.19%

<b>Rural Industrial</b>	3,052		0.38%
<b>Rural Activity Center</b>	95		0.01%
<b>Ag Service Center</b>	4956		0.06%
<b>Subtotal</b>		3,643	0.45%
<b>Total Rural Lands</b>		13,243	1.64%
<b>Croplands</b>			
<b>Irrigated Cropland</b>	232,283		28.70%
<b>Dryland Cropland</b>	222,992		27.55%
<b>Total Cropland</b>		455,276	56.24%
<b>Rangeland</b>	259,776		32.09%
<b>Total Franklin County</b>		<b>809,486</b>	100.00%

**PURPOSE STATEMENT 16.**

*Agriculture and its related commercial and industrial aspects provide the economic base for Franklin County. The diversity of the agricultural industry provides the county with a relatively stable economy and contributes to the areas' cultural heritage and quality of life. The goals and policies set forth in this element recognize and acknowledge the importance of protecting agricultural lands in Franklin County.*

**GOAL 1.** Protect the right to farm and ensure the conservation of agricultural lands.

**Policy 1.** Define agricultural lands that have a long-term commercial significance to the county and identify the purpose behind its conservation.

**Policy 2.** Facilitate resource based economic activities throughout Franklin County in areas that have poor soils, or are not otherwise suitable for agriculture and that minimize conflicts with agriculture and adjacent agricultural resource lands.

**Policy 3.** Discourage land uses that are incompatible with farming activities.

**Policy 4.** Commercial agricultural lands considered for acquisition for public, recreational, scenic, and or park purposes, or for wildlife habitat, will first be evaluated for their impact on commercial agricultural and the socioeconomic structure of the immediate area, and of the County as a whole.

**Policy 5.** Where parcelization has already occurred, encourage reconfiguration that allows the same number of lots with a design that will have less impact on agricultural use.

**Policy 6.** Establish two agricultural zoning districts to accommodate irrigated and non-irrigated agricultural lands with minimum parcel sizes of twenty and forty acres, respectively.

- Policy 7.** Maximum residential densities for new development on agricultural lands of long-term commercial significance should be consistent with the minimum parcel sizes, with a provision allowing for supportive accessory and farm labor dwellings. Residential subdivisions are not regarded as compatible uses in agricultural lands.
- Policy 8.** Using innovative agricultural land division techniques, farm and nonfarm residential densities may be allocated to locations within a parcel using a minimum lot size of one acre. In all cases a density standard of 1:20 or 1:40 net acres per platted parcel will prevail (refer to Policy 6.). All lots created through this process will need to be for uses such as farm labor, farm family, a refinancing mechanism, or an approved farm use.
- Policy 9.** All lots created using innovative zoning techniques will be subject to public review for their impact on adjacent or nearby farming operations. Newly created lots, must conclusively demonstrate that:
1. The small lots will not significantly interfere with accepted farming practices on the residual parcel, nearby and adjacent farming operations; and
  2. That the residential uses are located on land that is generally unsuitable for farming.
- Policy 10.** Encourage continued agricultural activities within areas designated agricultural and continue to recognize the right to farm policies of the county and ensure that public policies minimize disruption of agricultural activities.
- Policy 11.** Pursue alternate land use designs, which will encourage the conservation of agricultural lands, which include, but are not limited to, clustering design, setbacks, LID's for community water and sewer, road impacts, etc.
- Policy 12.** Explore the possibility of establishing a Transferable Development Rights (TDR) program for designated agricultural resource areas with the urban areas designated as receiving areas for the additional development.
- Policy 13.** Existing lots of record are vested with the right to construct a single-family dwelling, subject to all applicable requirements in effect at the time of building permit application.
- Policy 14.** A maximum of four farm dwellings may be allowed for farm family and farm labor housing, on an agricultural parcel consistent with the minimum lot size requirement, and subject to an administrative review. Siting approval should include location and capacity of the well(s) and septic system(s), road access, and impact on the agricultural productivity of the land. The property owner will be required to sign a covenant for two or more dwelling units stipulating that the farm dwellings are intended for use by the farm family or employees.



- Policy 15.** More than four farm dwellings on a single agricultural parcel of no less than the minimum lot area may be approved, subject to conditions, through a special permit process.

**GOAL 2.** Encourage agricultural industries in agricultural areas.

- Policy 1.** Continue to allow agriculturally related industrial uses on agricultural resource lands where such use requires an agricultural location.

- Policy 2.** Encourage the location and siting of agricultural support activities such as commercial granaries, storage buildings, packing sheds and chemical fertilizer operations, and the parking of commercial farm trucks within agricultural areas, rural commercial service areas and rural industrial areas.

- Policy 3.** Encourage specialized farming to broaden the diversity of field crops, tree fruits, and grapes within the county.

- Policy 4.** Encourage farm-based businesses as an accessory use in agriculturally designated areas. A farm-based business is an on- farm enterprise devoted to the direct marketing of unprocessed and/or value-added agricultural products that are produced, processed and sold on site as the primary activity. Farm based businesses are intended to supplement farm income and may include other limited secondary services and/or retail activity.

- Policy 5.** Establish a special permit review process for intensive agricultural uses. Such uses may include wineries, industrial agricultural processing facilities that include products that are not grown or produced on-site and large scale confined animal feeding operations. Include siting criteria, setbacks and review procedures to ensure that the intensive use is located on the least productive portion of the property and does not adversely impact or significantly interfere with adjacent or nearby land uses.

- Policy 6.** Agricultural related industries situated in agricultural designated areas should be located adjacent to transportation facilities capable of handling large trucks and increased traffic.

- Policy 7.** Agricultural related industries situated in agricultural designated areas should have adequate water and other pertinent services should be present to assure safe and sanitary operating conditions.

**GOAL 3.** Maintain and enhance productive agricultural lands and discourage uses that are incompatible with farming activities.

- Policy 1.** Promote the maintenance and management of properly designed irrigation systems; including but not limited too, eroding delivery systems,

deteriorating structures, worn out mainlines, inadequate overflows, and improper application rates and over- irrigation.

- Policy 2.** Farm practices will be consistent with the best management practices for the industry.
- Policy 3.** Support the allocation of water rights for proposed additionally irrigated farmlands.
- Policy 4.** Franklin County should work directly with the irrigation districts, the legislature, and other responsible entities to ensure that adequate irrigation water is available for agriculture use.
- Policy 5.** Encourage the construction of the proposed Bureau of Reclamation's East Low Canal to bring an additional 110,000 acres of farmland under irrigation.
- Policy 6.** Non-agricultural uses will not be allowed in agricultural resource areas without site-specific review subject to standards related to protections needed for agricultural uses, and the nature of the proposed non-agricultural use.
- Policy 7.** Establish a special permit review process for non-agricultural uses, which, by their respective nature, are especially sensitive to farm operations. Such uses may include schools, daycare facilities, churches, outdoor recreational facilities, and similar uses. Include siting criteria, setbacks and review procedures to ensure that the nonfarm use is located on the least productive portion of the property and does not adversely impact or significantly interfere with adjacent or nearby farming operations.
- Policy 8.** Encourage the control of noxious weeds.

## **MINERAL LANDS**

During the next 20 years Franklin County's population is projected to increase by approximately 50 percent. As the urban and suburban development associated with this population increase occurs, additional mineral resources will be needed for the new infrastructure and residential, commercial and industrial building site preparation and building construction.

It is the intent of this section to provide a framework for designating mineral resource sites with sufficient commercial quantities to accommodate future growth while minimizing associated impacts to adjacent land use, critical areas, scenic resources and protect mineral resource lands from incompatible land uses.



The mining industry in Franklin County consists primarily of sand and gravel mining operations. Currently, there are approximately 70 active and inactive rock, and/or gravel mines in the County.

### ***Identifying Mineral Lands***

The criteria used to classify mineral resource lands were based on an analysis of local conditions and land use, DNR surface mining data USGS mapping, and Soil Conservation Service soils data. The following criteria were used to identify resource lands of long-term commercial significance.

- A. All existing permitted sand and gravel extraction sites (pits) will be designated on the Mineral Resource Map as mineral lands of long-term commercial significance.
- B. Other potential mineral sites may be designated on the Mineral Resource Map provided that the site approval is consistent with the goals policies and criteria of this section.
- C. Areas will be classified as mineral resource lands based upon geologic, environment, commercial quality and volume of the resource, topographic characteristics of the site, visual aesthetics, economic factors, compatibility with existing land uses and land ownership patterns. The following categories of mineral resource lands are established for the purposes of classification:
  - 1. Sand and Gravel
  - 2. Other Minerals (including clay, oil, gas, metallics)
- D. The County's designation of mineral resource lands on the Mineral Resource Map will not substitute for any permit or approval required for mineral extraction, will not create a presumption of approval for any required permits, and will not substitute for any required environmental review or conditioning which may be required in conjunction with a permit.

The primary mining done in Franklin County is gravel. This gravel is processed for road construction and asphalt. Areas where this activity is occurring are shown below.

**Table 26– Permitted Mining Sites**

Commodity	Operator or Permit Holder	Property or Mine Name	Legal Description	DNR Permit No.
<b>Rock or Stone</b>				
Sand & Gravel	Meridian Aggregates Co	Cactus Quarry Co	S16, T13N, R31E	10716
	Glacier Park Company	Mesa Pit	S19, T13N, R31E	10715
	Central Pre-Mix Concrete	Pasco Pit	S12, T9N, R28E	10311
	Connell Sand & Gravel	Sulfur	S1, T13N, R32E	12486
	Central Pre-Mix	Wilson	S12, T13N, R32E	12480
	WSDOT SC Region	QS-FN-88	S1, T13N, R32E	11677
	WSDOT SC Region	PS-FN-74	S6, T13N, R32E	10084
	WSDOT E Region	PS-FN-56	S16, T14N, R35E	10811
	WSDOT SC Region	QS-FN-110	S25, T14N, R30E	12368
	Aggregates West Inc	Charlie Cox Pit	S23, T11N, R30E	12484
	American Rock Products	Railroad Pit	S6, T9N, R30E	11147



## **Mineral Goals and Policies**

- Goal 1:** Franklin County will conserve mineral resource lands for productive economic use to help maintain a stable, cost-effective source of needed construction materials.
- Policy 1.** The County will encourage the retention and protection of long-term mineral resource sites of commercial grade aggregate for new development, roads and other uses, provided mineral resource sites can be identified and sited consistent with plan policies.
- Policy 2.** Mining and extraction operations will be sited and designed to minimize conflicts with adjacent land uses and to have a minimal impact on critical habitats, natural vistas, cultural resources and the environment.
- Policy 3.** Inventory mineral resource lands of commercial significance and other mineral resource sites to determine the adequacy of the resource. Evaluations should be conducted in consultation with the appropriate state agencies, mining industry, county representatives and citizens.
- Policy 4.** Allow incidental extraction and processing of mineral resources prior to construction or development of permitted residential, commercial, or industrial land uses or in conjunction with a demonstrated need such as to address environmental water quality issues or imminent danger from a natural hazard. Incidental extraction of mineral resources should be counted towards the mineral resource inventory.



- Policy 5.** Use existing topography to screen and minimize blasting, noise, dust, vibration, and visual impacts when developing new extraction sites. Where heavy equipment, mines and pits cannot be effectively screened from residential and/or commercial areas, shorelines of the state, and major highways, a combination of existing topography, berms and landscaping may be utilized to screen the site.
- Policy 6.** Adequate screening and buffering will be maintained between adjacent land uses and the mining site, which will be the responsibility of the new or expanded mineral extraction development.
- Policy 7.** Ensure that mining sites and associated off-site stockpiles are maintained during the life of the operation, particularly in regard to the control of noxious weeds and dust.
- Policy 8.** Reclamation of mining and extraction sites is an integral part of all mining operations, and will be required and completed in a manner that will encourage future land use that are compatible with local comprehensive plans.
- Policy 9.** Best Management Practices for reclaiming Surface Mines in Washington and Oregon (WDNR Open File Report 96-2, Norman et al, 1997) should be used as the reference for initial site planning and reclamation of mineral resource areas.
- Policy 10.** Review and designate existing commercially significant mineral resource extraction sites that are established through local or state permitting processes and that meet the review guidelines set forth in this section for designating mineral resource lands of long-term commercial significance.
- Policy 11.** Encourage the designation of new mineral resource lands of long-term commercial significance based on the review guidelines established within this section, and when in accordance with Chapter 365-190-040, and 070, Washington Administrative Code.
- Policy 12.** Establish notification procedures to ensure that property owners adjacent to or nearby designated parcels are given constructive notice of existing or potential future surface mining activities.
- Policy 13.** Require a special review process for the expansion of existing or the establishment of new mineral resource extraction operations.
- Policy 14.** Require that all mineral sites be reclaimed for future use in accordance with the designated land use category goals, policies and strategies. Promote innovative, adaptive re-use or reclamation planning.
- Policy 15.** Require, where appropriate, phased, simultaneous reclamation of sites that are near to or contain land uses and environmental features that cannot be effectively buffered for visual and physical impacts.

**Policy 16.** Use mining to achieve other comprehensive plan goals, such as wetlands protection/enhancement, storm water retention, and water quality protection.

### ***Implementation and Classification***

The Mineral Resource Map illustrates the location of lands designated as mineral lands of long-term commercial significance. These lands are classified with an overlay mineral resource lands designation. Subsequent development of these lands is subject to a conditional use permit review and evaluation process; including, assessment of relevant comprehensive plan sections, land use compatibility, economic issues, reclamation, and environmental impacts. Upon completion of mining operations and following the reclamation, the site will be removed from the Mineral Resource Map.

Incidental extraction of mineral within commercial/industrial locations should be addressed through County site grading and excavation processes and not the mineral extraction process.

### ***Mining Criteria***

The following criteria are the minimum requirements to be considered when reviewing development permit applications for sites within lands designated on the Mineral Resource Map.

- A. Development proposals for mineral extraction operations will be consistent with the County's land use, environmental, transportation and other elements of the comprehensive plan. Regulatory controls will become applicable concurrent with state requirements.
- B. The development of a mineral resource site will be phased with reclamation taking place as extraction from one phase is depleted and extraction from another phase is being implemented.
- C. Settling ponds, retaining basins, ditches, diking, and/or revegetation of slopes will be required for mineral extraction operations to protect water and air quality and to prevent erosion.
- D. Filling will not be allowed in floodways and erosion controlled will be considered a priority and addressed in the operational plan.
- E. Site design will include adequate measures to control potential negative impacts to adjacent properties, including but not limited to fugitive dust, late hours of operation, and light and glare. Such measures may include paving or gravelling road surfaces, watering, limited hours of operation, buffers and locating stockpiles in wind-protected locations.
- F. During the operation of the site and any associated remote stockpiling, noxious weeds will be controlled to prevent their spreading to other properties, particularly agricultural lands.
- G. Complete the reclamation of land for redevelopment after the completion of gravel and mineral extraction through weed-control and re-vegetation with the intent to re-establish adequate ground cover or preparation for the siting of other permitted uses.
- H. The extraction of mineral resources may occur when the site can be screened by existing topography to minimize off-site impacts. Where heavy equipment, mines and pits cannot be effectively screened from residential and commercial areas, shorelines,

and major highways a combination of existing topography, berms and landscaping may be utilized for such screening.

- I. The minimum lot size for a mineral extraction site will be that, sufficient to encompass all areas for resource extraction and necessary operations, stockpiles, sediment ponds and buffering.
- J. All applicable state and federal regulations will be complied with, including but not limited to those rules administered by the Washington State Departments of Natural Resource and Ecology.

**Table 27**  
**Mineral Resource Designation Criteria**

<b>Designation Criteria</b>	<b>Considerations</b>
<b>Land Use Factors</b>	
Jurisdiction	City Boundaries    Federal lands State Lands        Other Public lands
Land Use	Urban Growth Area (typically disqualified). Lands designated as Agricultural land. Lands designated as Rural Designated historical/cultural resource sites (typically disqualified). Approved/permitted mining sites.
Compatibility with Adjacent Land Uses	General compatibility of mineral resource sites and land use patterns. Mineral resource sites adjacent to or impacting urban/residential areas are not typically designated. Preferred adjacent land uses may include mining, open space, agricultural lands.
Sensitive Uses	Identified archaeological and historical sites/areas (example: cliffs and talus slopes), schools, parks, and environmentally sensitive areas. Regional or local utility corridors (water, power, natural gas, etc.)
Aesthetic Impact	Impacts on unique features and vista (example: Columbia/Snake Rivers Corridors, SR 395, SR 17, SR 26, SR 260)
Transportation	Traffic impact on routes serving mineral resource sites.
<b>Environmental Factors</b>	
Critical Areas	Presence of streams, wetlands, wellhead protection areas, shorelines of statewide significance. Geological hazards and consequences – floodplains, steep slopes and erosion hazards.
Biological Impact	Impact on biological resources (fish and wildlife habitat) Priority habitats – cliffs and talus slopes. ESA listed species, protective measures Impacts to open space.
<b>Mineral Site Factors</b>	
Classification Criteria	Life expectancy of site Quality of Resource Type of resource (sand/gravel/rock/clay)
Parcel Size Restrictions	Minimum size – 10-80 acres is common Dimensional – more than 500 feet in width to minimize site impacts to adjacent parcels. Volume of resource within the site.
Feasibility	Depth of overburden Setbacks/buffers Topography
Access/Transportation	Distance to market or job sites Transportation networks – roads and rail

## **COMMUNITY FACILITIES**

The community facilities described in this section include county buildings utilized for conducting county business, public schools for the education of children in the rural community, fire districts and rural fire station locations, and recreational facilities. Certain facilities located in the rural areas are shown on Map 10.

### **County Buildings**

The Franklin County Courthouse was built in 1912 and opened to the public in 1913. Remodeling of the courthouse began in 2004 and was completed in 2006. The Carriage House, Security Building, was constructed to screen all visiting public prior to access to the Courthouse and Public Safety Building, was completed in 2007. The following departments are located in the courthouse: Assessor, Planning and Building, Commissioners, Treasurer, Auditor (elections, Recording, Licensing and Accounting), and two courtrooms.

The Public Safety Building was added onto the Courthouse in 1975. The following departments are located in the Public Safety Building: Print Shop, Coroner, Information Services, Municipal Court, District Court, Superior Court Clerk, and Prosecutor's Office including Child Support.

The Corrections Facility was built in 1986. The facility was designed to accommodate 107 inmates; however, it can hold approximately 157 inmates when they are double-bunked. The county needs to either plan for expansion or contract with another entity to house additional inmates. The expansion would include adding a second floor to the jail, which would provide for approximately 200 beds. Construction funding is uncertain at this time.

The Public Works Facility has been located a 3416 Streaman Avenue since 1988 and includes the business office, Solid Waste Division, and the Vehicle Repair Shop.

The Trade, Recreation, and Agricultural Center, commonly known as TRAC, opened in October 1995 adjacent to the Road 68 interchange at I-182. More than 100,000 square feet of exhibit space is available in three main buildings for large conferences, with the capacity to seat 3,000 people, dinner seating for up to 1,800 or up to 210 exhibit booths can be laid out for trade shows. The 140'x 280' Arena with an indoor dirt floor has a seating capacity of 3,400 and is utilized for equine and rodeo events. There is paved parking for 1,450 cars with adjacent grass parking for an additional 500 cars.

The Franklin County Annex located at 412 W. Clark, was purchased from the City of Pasco with the intent to house county administrative offices while the County Court House was being remodeled. Since mid-year 2006 the Annex has been used by the B/F Health District and other public agencies.

### **County Buildings Goals and Policies**

Goal 1. Provide adequate, secure public facilities for county services.

- Policy 1. Provide adequate space for the provision of county services.
- Policy 2. Provide adequate space for community interaction, fellowship, and recreation.
- Policy 3. Cooperate with other public jurisdictions for the provision of space and services.

### **Fire Districts**

The boundaries of Franklin County Fire Districts and the general locations of the rural fire stations within the respective fire districts are shown on Map 10. The areas of the county without coloring are not located within a fire district.

Goal 1. Encourage the provision of fire protection services for all county residents.

- Policy 1. All unincorporated lands within Franklin County should be encouraged to be included within a fire district.

### **Recreational Facilities**

Recreational opportunities in Franklin County include the use of numerous federal, state, county and city facilities, many of which are listed in the Franklin County Comprehensive Parks Plan, as amended.

McNary, Ice Harbor and Lower Monumental Dams on the Columbia and Snake Rivers provide opportunities for camping, boating and fishing opportunities on Lakes Wallula, Sacajawea, and Herbert G. West. The U.S. Army Corps of Engineers maintains Levy Landing Park and Washington State maintains Windust, Lyons Ferry and Palouse Falls State Parks, each on the Snake River.

The federal Columbia Basin Irrigation Project bringing water by canal from behind Grand Coulee Dam to Franklin County created numerous inland lakes ranging in size from potholes to the Scooteney Reservoir provides multiple destinations for fishing, boating and camping. The farmlands and lakes additionally provide seasonal upland and migratory bird hunting throughout the Basin.

### **Ice Age Floods Geologic Trail**

The U.S. Department of the Interior is proposing the Ice Age Floods National Geologic Trail, a network of touring routes and interpretative centers across the state and county, telling the dramatic story of the Missoula Floods at the end of the last ice age, 12,000-14,000 years ago. The floods left a lasting imprint on the landscape of the region and have greatly affected our pattern of human settlement and development in our corner of the Northwest.

The Columbia Plateau Trail utilizes the abandoned BNRR line from Ice Harbor on the Snake River to Cheney near Spokane. The Columbia Plateau Trail intersects and crosses several proposed Ice Age Floods touring routes at Kahlotus and Palouse Falls. Mesa is additionally situated within the Esquatzel Coulee and Connell is located at the confluence of the Esquatzel and Washtucna Coulees, both are on the network of proposed touring routes. The State Parks and Recreation Commission manages the trail. Placing crushed rock throughout the trail began in 1998 and will be completed as funding can be secured.

## **Goals and Policies**

- Goal 1. Plan and develop a system of trails and paths that interconnect local and regional destinations.
- Policy 1. Provide trails for walking, bicycling, hiking, jogging, and horseback riding.
- Policy 2. Establish trails that are harmonious and compatible with existing natural features.
- Policy 3. Encourage the location of Ice Age Floods interpretive centers in or near the Esquatzel and Washtucna Coulees at Connell, Kahlotus, and Mesa and at Palouse Falls.

## **County Parks & Trails**

The County owns and maintains a five-acre soccer field on Road 48 just north of Court Street. The permanent improvements to this site include underground sprinklers and pump house.

The County currently leases Wade Park from the Corps of Engineers, which is located between Road 39 and 54 along the Columbia River. Renovation of the Bat Launch, parking area and there support facilities at Road 54 will be completed in Spring 2008.

Franklin County relinquished the lease for Chiawana Park, situated on the Columbia River at approximately Road 88, back to the Corps of Engineers in 2006. The park occupies 83 acres of which approximately 4 acres are developed for picnicking. The County had improved the Park's boat launching basin by dredging it to provide safe draft for pleasure craft and has also constructed a concrete boat-launching ramp. A pipeline was installed to maintain a flow through the basin and alleviate it silting problem. The boat improvement project was performed with a grant-in-aid from the Interagency Committee for Outdoor Recreation IAC), matching funds from the County, and donated labor and machinery. The County constructed a new comfort station at the west end of the park to replace a dilapidated facility. This comfort station allowed the reopening of the west end of the park, which had been closed for several years.

The City of Pasco is in the process of signing a lease and maintain Chiawana Park.



## County Parks

Franklin County has traditionally developed and maintained regional parks larger than five acres in rural and urban areas meant primarily to serve those in unincorporated areas.

## County Trails

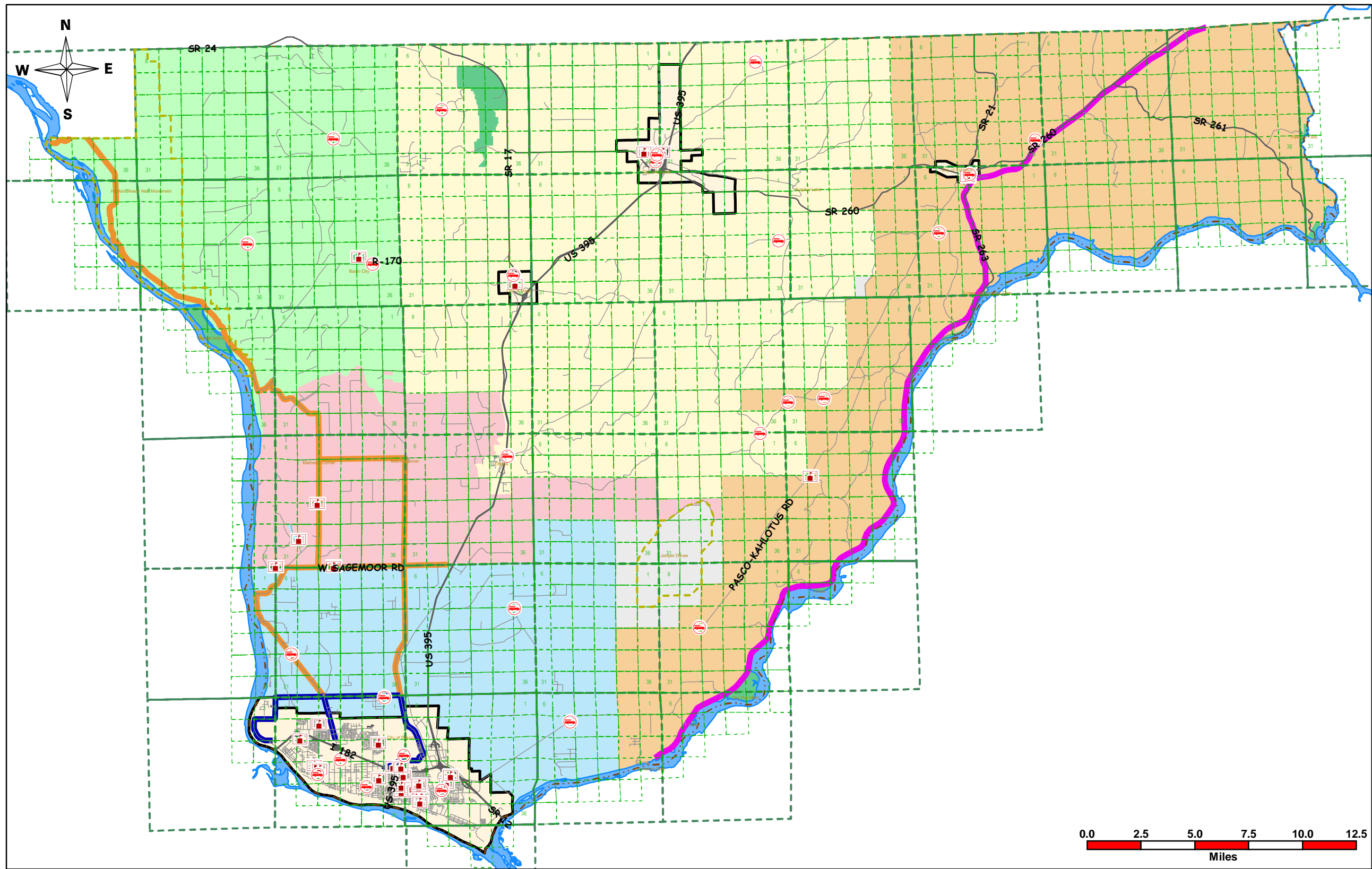
The trail corridors shown on the Community Facilities map include the Columbia Plateau Trail which is proposed to extend northeasterly toward Spokane together with the preferred corridors of use by bicyclists in Franklin County. Additional routes are also shown on the Cycling Tri-Cities Map, a bicycle guide map, prepared by the Benton-Franklin Council of Governments in collaboration with Franklin County, Benton County, Pasco, Kennewick, Richland, West Richland, Tri-Cities Visitor and Convention Bureau, and the BFCG Bicycle Advisory Committee, and the Tri-Cities Bicycle Club.

## Project Development

The following project listings are described as having no funding source identified and will likely require regional/statewide competitive funding or innovative local funding sources to finance their acquisition and/or improvement.

**Table 28**

<b>Park &amp; Trail Projects</b>	<b>Cost (Thousands)</b>
<b>20-Year Planning Projects – No Funding Identified</b>	
Assist with the replacement of the restroom at the east end of Chiawana Park	\$142
Assist in expanding the parking lot at Chiawana Park Boat Launch	36
Assist in installing playground equipment at the east end of Chiawana Park	40
Construct restroom and support facilities at Road 54	686
Assist in adding a courtesy float and other amenities at Chiawana Park Boat Basin	50
Assist in improve the inlet of the Chiawana Park Boat Basin	12
Construct restrooms at the Road 48 Soccer Field	124
Assist with the development of Edwin Markham School as a Regional Park	25
Support completion of the bike trail to Sacajawea Park	2
Improve bike trail from Richland Bridge to Harris Road	62
Improve bike trail from I-182 to Columbia River along Road 68	82
Complete bike trail from Harris to River Bend	111
Develop Master Plan for River Bend	15
Expand developed acreage at Chiawana Park	320
<b>No Funding Source Identified Total</b>	<b>\$1,707</b>



- Legend
- Fire Stations
  - Schools
  - Franklin County
  - Open Space, Parks and Preserves
  - Rivers
  - Urban Growth Boundaries
  - Federal Lands
  - Regional Bike and Pedestrian Plan
  - Existing Bike Routes
  - Open-house Preferred Routes
  - Proposed Trails
  - Fire Protection Districts
  - FPD1
  - FPD2
  - FPD3
  - FPD4
  - FPD5
  - NFP

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GMA Comp Plan  
 2008

# Community Facilities

## **Franklin County Open Space – Recreational Areas Goals and Policies**

Goal 1. Provide adequate recreational facilities for all of the citizens in Franklin County.

- Policy 1. Plan for and promote development of a bi-county (Franklin and Benton) bicycle trail system.
- Policy 2. In accordance with the current Parks and Recreation Plan for and develop adequate recreational facilities.
- Policy 3. Establish standards for regional park acquisition and development at the rate of five acres per one thousand population.

Objective 1A. Enhance and improve existing recreational facilities.

Action Plan Items:

- 1. Replace the restroom at the east end of Chiawana Park.
- 2. Expand the parking lot at the Chiawana Park boat launch.
- 3. Purchase and install new playground equipment at the east end of Chiawana Park.
- 4. Acquire acreage and develop restroom and support facilities at Road 54.
- 5. Add a courtesy float and other amenities at the Chiawana Park boat basin.
- 6. Dredging, rock removal and marking rock hazards at the inlet of the Chiawana Park boat basin.
- 7. Construct permanent restrooms and a drinking fountain at the Road 48 soccer field.
- 8. Assist the development of Edward Markham School as a regional park.

Objective 2B: Plan for and promote development of a bi-county bicycle system.

Action Plan Items:

- 1. Support completion of the bike trail to Sacajawea Park.
- 2. Improve linkages from existing bike trails.
  - a. Along Court Street from Richland Bridge to Harris Road.
  - b. Road 68 from I-182 to Columbia River.
- 3. Complete bike trail from Harris Road to River Bend.

Objective 3C: Maintain standards for regional park acquisition and development at the rate of five acres per one thousand population.

Action Plan Items:

- 1. Develop a master plan for River Bend.

2. Continue to expand the developed acreage of Chiawana Park.

Goal 2. Utilize available resources as fully as possible for recreational purposes.

- Objective 2A. Finalize acquisition of the Army Corps of Engineers leased property.
- Objective 2B. Maintain facilities at present levels or better.
- Objective 2C. Minimize environmental impacts of future park developments.
- Objective 2D. Support utilization of Columbia River dikes for recreation.
- Objective 2E. Coordinate planning and development of recreational facilities with other governmental agencies and interest groups.

Goal 3. Provide for parks needs within the suburban areas of Franklin County.

- Policy 1. Acquire and hold land for suburban area parks.
- Policy 2. Consider future development of Johnson Park.
- Objective 3A. Acquire and hold land for suburban area parks.
- Objective 3B. Support utilization of Columbia River Dikes for recreation.
- Objective 3C. Coordinate planning and development of recreational facilities with other governmental agencies and interest groups.
- Objective 3D. Consider future transfer/exchange of Johnson Park.
- Objective 3E. Evaluate the need for developer impact fees.

Goal 4. Utilize wetland natural hazard areas and wildlife areas as open space.

- Policy 1. Wetlands, both natural and manmade, should be maintained as open space areas.
- Policy 2. Animal migration corridors should be maintained as open space to allow for herd movement.
- Policy 3. Areas, which have been identified as nesting areas for endangered species, should be maintained as open space.

## SCHOOLS

The North Franklin School District serves a K-12 student population of approximately 2,000 students within the above schools located in Connell, Mesa and Basin City. The Kahlotus School District services a student population of approximately 100 students in Kahlotus.

**TABLE 29 - Rural Public Schools**

FACILITY	LOCATION	CAPACITY
High School	Connell	450
Junior High	Connell	330
Connell Elementary	Connell	450
Basin City Elementary	Basin City	500
Mesa Elementary	Mesa	300
Kahlotus	K-12	100

The Pasco School District has 101 elementary schools; 3 middle schools; 2 high schools; and, 1 alternative high school and middle school. District enrollment is approximately 11,000 students.

### School Goals and Policies

Goal 1. Promote the planned development of public school sites.

Policy 1. Locate public schools close to existing or proposed residential areas.

Policy 2. Require improved streets and sidewalks between new schools and the nearest arterial streets.

Policy 2. Require that new county roads have a location for buses to stop and a turning radius adequate to accommodate school busses.

Policy 3. Require that the location, design, and construction of school facilities be compatible with existing land use, drainage, and natural systems.

Goal 2. Promote cooperation between the county and local school districts to provide adequate opportunities for community utilization of school facilities.

Policy 1. Maintain open communication between the county and the school districts.

Policy 2. Provide park and recreation facilities adjacent to, or in conjunction with, school district properties whenever possible.

Policy 3. Encourage future development of school grounds to complement park development.

## **Essential Public Facilities**

Franklin County will participate in a cooperative regional process to site essential public facilities of regional and statewide importance, including transportation projects, with the objective to promote environmental quality, optimize access and usefulness to appropriate jurisdictions, and to equitably distribute economic benefits/burdens throughout the county or region.

Goal 1. To promote the development of a cooperative regional process for the siting of essential public services and/or facilities of a regional and statewide importance.

Policy 1. Develop a uniform siting procedure, which enables selection of optimum project sites and appropriate size relative to the intended benefit area.

## **LIBRARY**

The primary library in Franklin County is located in the City of Pasco and is part of the Mid-Columbia Library system. Branch libraries are also located at Basin City and Merrill's Corner.

## **PUBLIC FACILITIES ELEMENT**

### **INTRODUCTION**

The Public Facilities Element has been developed in accordance with the Growth Management Act (GMA) to discuss utility services for the term of this plan. This section consists of the general location, of existing and proposed utilities, including, but not limited to, electrical, natural gas and the general location of lands useful for public purposes such as utility corridors, and other public uses. The general locations of these facilities are noted on Public Facilities Map 11.

### **ELECTRICITY**

The primary electricity providers for rural Franklin County are Big Bend Electric Cooperative and the Franklin County PUD. The PUD and Big Bend cooperatively serve the majority of electrical power needs within the rural county, planning for and upgrading power line capacity and/or the upgrade or construction of substations. The Washington Water Power Company and Inland Power and Light Company each serve a small area in the extreme northwest corner of the County. While Big Bend serves more than half of the total area of the County, the PUD serves over 80 percent of the County's population.

The growing rural electrical power loads in the Connell vicinity will require an increased transfer capacity for load switching and a new line between the Scooteney and Shano substations by 2010. And an additional substation and 115 KV line will be required to support the increased power load in the Coyote Ridge vicinity as the prison expands its prisoner population. In the rural Road 100, Taylor Flats and Selph Landing Roads vicinity existing lines will additionally require upgrading/construction and the capacity increased. A fiber optic line circuit is proposed from Pasco, north to Connell and east to Kahlotus.

### **Power Supply**

Big Bend is a Full Service customer of Bonneville Power Administration (BPA) who provides their full electrical load requirements. The PUD is a SLICE customer with the BPA entitled to a fixed percentage of the output of the federal generation system dependant principally on Columbia and Snake River flows and Columbia Generation Station availability. The PUD would be required to purchase power on the open market if adequate power supplies are not available.

Presently the region has a forecasted energy surplus through 2013 based on the *Draft* Fifth Northwest Electric Power and Conservation Plan, Annual-Average Load/Resource Balance Medium and Medium Low Load Growth Forecasts. Each BPA customer is expect to help assure the availability of energy by developing conservation or conventional electrical resources for its load growth. The BPA will purchase these resources and blend the cost with the existing base resources. The PUD currently owns 11 megawatts of a 40-megawatt natural gas fired generator utilized for an emergency back up. The PUD is also a member-owner of Energy Northwest and receives a small amount of its power from the Packwood Lakes Hydro Electric Project.

The PUD is additionally a Columbia Storage Power Exchange member and helped to finance the Canadian Storage Projects. As a consideration for that help the District receives a share of the downstream generation benefits over the term of the agreement.

## **NATURAL GAS**

Cascade National Gas Corporation (CNG) builds operates and maintains natural gas facilities serving Franklin County. CNG is an investor-owned utility serving customers in sixteen counties within the State of Washington.

### **Regulatory Environment**

The (WUTC) regulates rates, expansion plans and other aspects of the natural gas industry.

The WUTC requires gas providers to demonstrate that existing ratepayers do not subsidize new customers. Gas main extensions have been initiated only when sufficient customer demand is present.

The **Federal Energy Regulatory Commission (FERC)** sets rates and charges for the interstate transportation and sale of natural gas. In addition, the Commission establishes rates or charges for interstate transportation of gas by pipeline.

The **National Gas Policy Act (NGPA)** is designed to encourage competition among fuels and suppliers across the U.S. As a result, natural gas essentially has been decontrolled. The NGPA contains incentives for developing new natural gas resources and a tiered pricing structure to encourage development of nation-wide transmission pipelines.

The **Washington State Clean Air Act** of 1991 requires diversification of fuel sources for motor vehicles to reduce atmospheric emissions and the nation's reliance on gasoline. It promotes use of alternative fuels by requiring 30 percent of newly purchased state government vehicle fleets to be fueled by alternative fuel by July 1992 (increasing by 5 percent each year). It also encourages the development of natural gas vehicle refueling stations.

**The Northwest Power Planning Council (NWPPC)** The NWPPC, in its *Draft Fifth Power Plan*, comprises a resource development strategy to ensure the region's power supply with the least cost and least risk; with recommendations on key issues that affect the power system through, Conservation, Demand Response, Wind, and New Power Plants; including the construction of new coal-fired generation resources as early as 2010; significant additional wind generation shortly thereafter; and later during the 20-year planning period, additional gas-fired generation.

It should be noted that providing natural gas directly to customers for heating purposes is up to 50 percent more efficient than generating electricity with gas and providing that electricity to the customer for the same heating function. The most efficient use of natural gas, "direct application for space and water heating", can contribute to a balanced regional energy policy.





## **Existing Conditions**

### **Pipelines**

The Northwest Pipeline Company pipeline runs from Vancouver, B.C. to Vancouver, Washington, and up the Columbia River Gorge to Plymouth. There it branches into two lines. One traverses northwesterly to serve the Yakima Valley and Wenatchee. The other serves the Tri-Cities and Spokane. The maximum pipe size is 30 inches. This system distributes natural gas to Washington's seven utility companies for further distribution to customers. A branch line also extends into Walla Walla from Oregon.

The Chevron Pipeline is a common carrier pipeline that transports refined petroleum products such as diesel and gasoline from Salt Lake City to Pasco and Spokane, where it connects with the Yellowstone Pipeline (Billings, Montana to Spokane and Moses Lake). Chevron's pipeline consists of two, parallel, 6-inch lines up to Pasco, then an 8-inch line to Spokane. When demand exceeds supply for a given product in Pasco, additional product is barged up from Portland. Typically, Chevron is short on diesel in winter and gasoline in summer.

Olympic Pipe Line Company recently proposed to construct an underground pipeline to transport refined petroleum products (gasoline, diesel, aviation fuel) from Western Washington refineries to Central and Eastern Washington. The line would ascend over Snoqualmie Pass, traverse Kittitas and Grant Counties, and then swing southerly through Franklin County to the fuel distribution facility east of Pasco. A connection to an existing pipeline near Pasco would have facilitated transporting fuels to Spokane. At present that plan is on hold.

### **Sources of Natural Gas**

The Pacific Northwest receives its natural gas from the Southwest United States and from neighboring Canada.

Natural gas is supplied to the entire Region via two interstate pipeline systems, the Pacific Gas Transmission Company and Northwest Pipeline Corporation. Each owns and operates their respective regional pipeline network that supplies natural gas to the States of Washington, Oregon, and Idaho.

### **Reliability**

Natural gas can be stored in two ways. First, it can be pressurized and then injected into underground geologic structures, which are suitable for gas storage. This is done locally at Jackson Prairie Gas Storage Field located south of Chehalis. This gas is used to supplement the region's gas supply in colder weather. Secondly, natural gas can be stored by cooling it to -258 degrees Fahrenheit. At this temperature it becomes a very dense liquid and can be stored in storage tanks. Such a storage facility is located at Plymouth, Washington. Storage of natural gas in these ways makes for a more reliable supply.

## New and Improved Facilities

The locations, capacity and timing of these improvements depend greatly on opportunities for expansion and on how quickly Franklin County and its municipalities grow. There are usually several possible routes to connect different parts of the system. The final route will depend on right-of-way permitting, environmental impact, and opportunities to install gas mains with new development, highway improvements, or other utilities.

Cascade Natural Gas (CNG) has an active policy of expanding its supply system to serve additional natural gas customers. CNG's engineering department continually performs load studies to determine CNG's capacity to serve its customers. The maximum capacity of the existing distribution system can be increased as required by one or more of the following:

Increasing distribution and supply pressures in existing lines.

Adding new distribution and supply mains for reinforcement.

Increasing existing distribution system capacity by replacement with larger sized mains.

Adding district regulators from supply mains to provide additional intermediate pressure gas sources to meet the needs of new development.

## TELECOMMUNICATION AND CABLE TELEVISION

Wireless communication facilities (WCFs) cannot be excluded from placement within the county because such placement is allowed by federal law however the placement of where and how many can be regulated by local authority.

Goal 1. The placement of WCFs will be regulated to minimize adverse impacts to adjoining land uses and environmentally sensitive areas. The degree of regulation will decrease with the increased intensity of land use category and co-location will be encouraged in all land use categories to the greatest extent practicable.

Policy 1. The placement of WCFs in residential and resource areas should be regulated through the conditional use permit process.

Policy 2. The design of WCFs will provide for the placement of additional antennae within the framework of the tower.

Policy 3. The dimensional placement will be regulated in terms of height and location to minimize impacts to environmental sensitive area and adjacent properties.

- Policy 4. Co-location will be required to the greatest extent practicable.
- Policy 5. WCF's will be encouraged to locate in areas that will minimize adverse impacts to residential areas, resource areas, airports, and airstrips.

## **SOLID WASTE MANAGEMENT**

The Benton and Franklin Counties Solid Waste Plan was developed and adopted in 1994 to provide decision makers with a set of goals, policies and recommendations for implementing and evaluating solid waste management efforts. The goals policies and recommendations contained in said plan, as amended and adopted, are referenced and appurtenant to this comprehensive plan.

- Goal 1. Encourage reliable and cost-effective service by provider.
- Goal 2. Encourage recycling and reduction of solid waste.
- Goal 3. Encourage adequate disposal of special wastes by provider.

## **STATE GOALS**

**Urban Growth** - Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

**Economic Development** - Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

**Environment** - Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

**Permits** - Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

**Public Facilities and Services** - Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

## **STATE MANDATES**

Each comprehensive plan shall include...A utilities element consisting of the general locations, proposed locations, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines. (RCW 36.70A.070(4))

## **COUNTY GOALS, POLICIES AND STRATEGIES**

### **Goal 1.**

To ensure that the energy, communication, and solid waste disposal facilities and services needed to support current and future development are available when they are needed.

### **Goal 2.**

To minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.

Policy 1. Ensure that energy, communication, solid waste facilities and other public facilities and services are available for future development.

Strategy 1. Minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.

Policy 2. Ensure coordination between Franklin County and utility providers for consistency between the growth plans for the County and the system plans of each utility.

Strategy 1. Franklin County shall retain copies of and refer to the comprehensive system plans of each utility serving the County.

Policy 3. Ensure that utility providers utilize the Franklin County Comprehensive Plan in planning for expansion of their facilities.

Strategy 1. Provide utilities with updates and amendments to the comprehensive plan, which should include projections of population, employment and development growth rates.

Policy 4. Monitor the siting of new utility facilities so as to avoid or mitigate adverse environmental consequences.

Strategy 1. Determine the capability of land and natural systems when providing such facilities and services as storm water drainage and flood prevention, water, sewage/septic and solid waste disposal.

## **TRANSPORTATION & CIRCULATION**

This element establishes the county's transportation goals, policies and strategies during this 20-year planning period. It will provide direction for the update of implementing measures including, the 6-Year Transportation Improvement Plan, the Capital Facilities Plan and the Annual Budget. This element will additionally affect project development review and approval, land use and zoning decisions, and continuing transportation programs. This element is additionally referenced to the Franklin County Comprehensive Transportation Plan prepared for the Franklin County Planning Department by the Transportation Division of the Benton-Franklin Council of Governments in 2000 and updated in 2005.

### **The Growth Management Act (GMA)**

The GMA placed renewed emphasis on transportation planning to better ensure that transportation and land use planning are consistent and interrelated. The Act requires counties and cities to include a transportation element in their comprehensive plans that meet certain minimum requirements.

Among these requirements is the establishment of minimum traffic standards. Counties and cities must establish minimum level of service (LOS) standards for all arterials and transit routes to serve as a gauge for performance of the system. These standards provide both planning and regulatory functions and both determine how much additional development can be permitted prior to system upgrades and the extent of the system upgrades when needed.

One of the more significant requirements of the GMA is the need for concurrency between the land use and transportation elements of the plan. The Act additionally requires local jurisdictions to adopt regulations, which would prohibit development approval if such development would cause the LOS of a transportation facility to decline below the adopted standard. Concurrent with the development means that "improvements and strategies are in place at the time of development or that a financial commitment is in place to complete the improvements or strategies within six years". This provision provides local governments and developers needed flexibility in those instances when it is not practical or necessary to construct improvements or implement strategies at the time of development.

### **Transportation Facilities & Services of Statewide Significance (TFSSS)**

In 1998 the Governor signed into law legislation to enhance the identification and coordinated planning for major transportation facilities identified as Transportation Facilities and Services of Statewide Significance (TFSSS).

For these facilities of statewide significance, the legislation identified specific GMA planning requirements for local jurisdictions, clarified that the state establishes the level of service, and changed the application of concurrency. The intent is to enhance the coordination of planning efforts and plan consistency through monitoring measures at the local, regional, and state level.

Several sections of the GMA (RCW 36.70A) were amended. In general, the amendments are related to the requirements for each jurisdiction's comprehensive plan transportation element, the county-wide planning process for identification and siting of essential public facilities, plan consistency, and the adoption deadlines established to meet the new requirements. The transportation element is required to include state-owned transportation facilities in the transportation inventory, together with estimates of the impacts to state-owned facilities resulting from land use assumptions based upon forecasted population, and the LOS for state-owned transportation facilities. The concurrency requirements of the GMA do not apply to highways of statewide significance, except in island counties.

Transportation facilities and services of statewide significance are declared essential public facilities under the GMA. The required countywide planning policies for siting essential public facilities must include these facilities. The new legislation emphasizes the requirement for local plans to be consistent with the statewide plan with regard to identified needs. The process for review of methodologies and development of alternative transportation performance measures under RCW 47.80 (Regional Transportation Planning Organizations or RTPPO) is also added with regard to transportation facilities and services of statewide significance, including highways of statewide significance (HSS), and other state highways and ferry routes.

In summary, the new legislation creates a strong tie between the local transportation plan requirements under the GMA and the state's enhanced role in the RTPPO process for designating LOS on state-owned facilities, and recognizes the importance of certain facilities as being of statewide significance. This includes provisions for consistency with Washington's Transportation Plan (WTP, currently being updated), the regional plans, related (local, regional, and state) financial plans, and funding priorities for transportation facilities and services of statewide significance, as identified by the Transportation Commission.

Transportation Facilities and Services of Statewide Significance in Franklin County include:

*SR12: I-182 to Walla Walla County Line*  
*SR 17: SR 395 to Adams County Line*  
*I-182: Benton County Line to SR 12*  
*SR 395: Benton County Line to Adams County Line*  
*Amtrak Passenger Rail Service: Vancouver to Spokane via Pasco*  
*The Pasco Intermodal Center (Amtrak, Greyhound)*  
*The Burlington Northern Santa Fe Railroad*  
*The Pasco Switching/Hump Yard (BNSF)*  
*The Columbia Basin Railroad: Connell to Adams and Grant Counties*  
*The Port of Pasco*  
*The Columbia/Snake Navigable River System*  
*Ice Harbor Dam & Lock*  
*Lower Monumental Dam & Lock*  
*Windust Barge Loading Facility*  
*Port of Kahlotus Barge Loading Facility*  
*Tidewater Barge Lines and Terminals*  
*Chevron Tank Farms*

## **Land Use and Transportation**

The importance of integration and consistency of land use planning with transportation planning cannot be overstated. Land use is now recognized as the basis for making significant public investment decisions, including those associated with transportation. Transportation is a public service with its demand determined by the physical separation of activities (i.e., the arrangement of land uses). Therefore, land use policies and transportation policies need to be consistent with one another as they work in a single unified direction. To accomplish this, the community and its decision-makers need to have a greater understanding of the procedures and purposes underlying transportation and land use planning.

Comprehensive planning requires that forecasts be made regarding growth for the community. These forecasts allow planners and decision-makers to consider how the transportation system will function in the future with increases in travel demand.

## **Analysis of the Existing Transportation Network**

### **Functional Classification of Roads**

Functional classification is the division of highways, roads, and streets into groups having similar characteristics of providing mobility and/or land access. Basic to the classification system is the understanding that individual roads and streets do not function independently since most of the travel involves movement through a network of roads. It is, therefore, necessary to channel travel within the roadway network in a logical and efficient manner. Functional classification defines the role a road or street serves within the network. In simple terms, highways, streets, and roads function as arterials, collectors, or local access.

Arterials provide the highest degree of mobility (speed and reduced travel times) and have limited access to local property. Collectors generally provide equal emphasis upon mobility and land access. Local roads and streets emphasize land access in lieu of mobility.

Functional classifications and criteria utilized for rural areas somewhat differ from urban and urbanized areas. The streets of small cities (under 5,000 population) are classified as rural.

Rural arterials are divided into principal and minor categories. Rural principal arterials consist of a connected or integrated network of continuous routes that serve corridor movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel. Such routes serve all, or virtually all, urban areas of 50,000 population or more and a large majority of those with populations of 25,000 and over.

Rural minor arterials, in conjunction with the principal arterials, form an integrated network that links cities and larger towns and other traffic generators that attract travel over long distances. They provide interregional and intercounty service. They are spaced at intervals, consistent with population density, so that all developed areas of the state are within a reasonable distance of an arterial highway; and provide service to corridors with trip length and travel density greater than those predominately served by rural collector or local systems. Minor arterials, therefore,



constitute routes expected to provide relatively high overall travel speeds with minimum interference to through movement.

Rural collector roads generally serve intra-county travel rather than statewide travel and constitute those routes on which (regardless of traffic volume) predominant travel distances are shorter than on principal or minor arterial routes. Consequently, more moderate speeds may be typical. Rural collectors are divided into major and minor categories.

Rural major collectors provide service to any county seat not on an arterial route; to larger towns not directly served by the higher systems; and to other traffic generators of equivalent intra-county importance, such as consolidated schools, shipping points, county parks, important industrial and agricultural areas, etc. Major collectors link these places with nearby larger towns or cities, or with routes of higher classification, and serve the more important intra-county travel corridors.

Rural minor collectors are spaced at intervals, consistent with population density, to collect traffic from local access roads and provide for all developed areas to be within a reasonable distance of a collector road. Minor collectors provide service to the remaining smaller communities and link locally important traffic generators with their rural hinterland.

Rural local access roads and streets constitute the rural mileage not classified as arterial or collector. These facilities serve primarily to provide access to adjacent land and to provide travel service over relatively short distances as compared to collectors or arterials.

### **Franklin County – State Highway System**

The Washington State Department of Transportation (WSDOT) assigned functional classifications to state highway system routes in Franklin County and designated a portion of the highway system as Highways of Statewide Significance (HSS). The functional classification of streets in the county is described on Map 12. In Franklin County, State Route (SR) 17 and SR 395 are HSS routes. SR 12, within the City of Pasco is also an HSS route. Other state highways in Franklin County include SR 21, SR 260 and SR 261.

Table 2 of the Franklin County Comprehensive Transportation Plan (FCCTP) lists certain characteristics of state highways in Franklin County, including functional class, posted speed, number of lanes, and HSS Route. Table 3 of the FCCTP describes the classified road inventory including road segment, functional classification, pavement type and width, pavement rating, shoulder type and width and year rated. Table 4 of the FCCTP describes the rural functionally classified roads by road segment and type of arterial.



## Truck Routes

The Statewide Freight and Goods Transportation System route segments within rural Franklin County are shown on the following table and map. Annual tonnages for the five classification are:

<u>Tonnage Class</u>	<u>Annual Tonnage (thousands)</u>
T-1	Over 10,000
T-2	5000-10,000
T-3	300-5,000
T-4	100-300
T-5	Over 20 in 60 days

The cities, counties, ports, WSDOT, and the BFCG have cooperatively developed the regional freight system, based on truck counts, weight information, and local knowledge of freight and freight movements. At present there is no funding specifically earmarked for the freight system. Should such funding materialize, a high priority will likely be directed toward all-weather surfacing of freight routes currently subject to seasonal restrictions. Table 5 in the FCCTP provides a list of the road segments, tonnage classification, functional classification and whether or not the segment is all-weather.

## Marine Transportation

The Columbia-Snake River system, with its government locks at each of eight dams, affords 465 miles of water transportation from Astoria, Oregon, at the mouth to Lewiston, Idaho. Over 11 million tons of cargo moves on this water highway every year. One tug and barge can move 3,500 tons of grain. It would take 116 trucks or 35 rail cars to move the same quantity.

**Tidewater Barge Lines** operate terminals at Vancouver, Umatilla, East Pasco, Central Ferry, and Wilma/North Clarkston, each served by truck and/or rail. A primary feature is combination barges to haul petroleum upriver and grain downstream. Logs, fertilizers and containers are also frequently hauled.

There are 17 barge terminals in the Mid-Columbia and Snake navigation region. Those within the three-county region are the Port of Benton, Kennewick, Pasco, Walla Walla, and Kahlotus (Windust). Seven more ports lie upriver, including the last one at Lewiston, Idaho. Annual cargoes on the Snake River approximate 4.4 million tons at Ice Harbor. Downstream cargoes account for about 70 percent of the total movements, grain shipments being about 85 percent of that down-bound traffic. Petroleum and chemical products dominate up-bound movement.

Overall, Snake cargoes account for about a third of the total cargo volumes carried by barge on the Columbia. Most importantly, the Snake generates about two-thirds of the grain carried on the Columbia.

Barges supply petroleum products to the Chevron tank farm near Pasco as well as for local needs from two private terminals in East Pasco.

Annually the Port of Pasco has handled about 4,300 containers (113,000 tons). A new crane installed in 2000 has increased their capacity by 20,000 pounds per load (10,790 tons/year).

**The Tri-Cities Inland Port Concept Study** was initiated in 1999 to take economic advantage of the confluence of rail, highway, water, and air transportation modes in the Tri-Cities region. The intent was to link intermodal facilities for transport of grain, bulk commodities, and containerized cargo to and from the seaports of Seattle and Tacoma, and Portland and Vancouver, via multiple inland transportation routes. Preliminary feasibility studies resulted in shelving the project.

**Snake River Draw Down/Dam Breaching** to enhance endangered salmon and steelhead species continues to be a major issue potentially affecting power generation, irrigation of farm lands, recreational activities, and water transportation upriver from Pasco to Lewiston, Idaho. If such actions are implemented there will be severe impacts to the economy of the region, as well as increased need for rail and highway facilities to move freight and goods. Furthermore, port facilities on the Columbia River in Benton, Franklin and Walla Walla counties would have considerably increased significance and need for capacity improvements.

With drawdown or dam breaching the 4.4 million tons of commodities now shipped by barge through the Ice Harbor locks would be shipped by truck (700 per day) or by rail. There would be a strong shift away from roads leading to the Snake River and greatly increased loads on roads leading to Columbia River ports in the Tri-Cities area. That shift would increase traffic on three primary corridors: SR 395; SR12/SR124 through Walla Walla County; and the SR 26/SR260/Pasco-Kahlotus Road corridor. In essence, these three corridors would replace the river as the primary route to Tri-Cities ports for trans-shipment to barges for delivery to the Portland area.

A consultant study for the Legislative Transportation Committee in 2000 indicates the following corridor improvement costs (millions) under an all-truck scenario, including 20-year life cycle costs.

SR 395: Ritzville to Tri-Cities	\$30-\$34
SR 26/SR 260/Pasco-Kahlotus Road	\$53-\$61
SR 124/SR 12: Clarkston to Tri-Cities	\$58-\$64
Pasco Area Direct Routes to Ports	\$15-\$18

Under an all-rail scenario (i.e. no shift to trucks) the infrastructure improvement costs were estimated at \$240 to \$276 million, including some highway improvements.

Impacts to local roads in Franklin County due to the potential shift from the Snake River ports to Tri-Cities area ports is a major concern. In order to reasonably accommodate these increased truck movements, infrastructure improvements would be necessary to maintain adequate road performance and minimal travel delay. Needed improvements include adding capacity; pavement rehabilitation; increased maintenance; reconstruction to provide adequate structural stability and/or width; and upgrading bridges to correct or reduce deficiencies.

About 95 miles of Franklin County roads would be impacted, resulting in one-time infrastructure costs ranging from \$45-\$54 million. Also, annual accident and maintenance costs attributed to the shift to Franklin County roads were estimated at \$367,000.

The costs presented herein from the consultant study only address roadways and railroads. Other potential costs of dam breaching or drawdown include loss of access for recreation and irrigation facilities due to lowered water levels and loss of electric power generation.

### **Port of Portland/Barge Transportation**

To compound the uncertainty of barge transportation on the Snake and Columbia Rivers, Hyundai Merchant Marine and The “K” Line announced they would halt service to the Port of Portland by the end of 2004, leaving only Hanjin Shipping to handle oceangoing container traffic along the Columbia River to Portland. However, Hanjin Shipping recently announced they would start a new service that would include stops at Portland, Seattle, Vancouver, B.C. and ports in Japan, South Korea and China.

### **Aviation Facilities**

The Connell Airport (privately owned) is situated on a small ridge within Washtucna Coulee, about 1.5 miles east of the city. The facility has a 50-foot wide, 3,100 – foot long paved runway with runway lights, a visual approach slope indicator, and a centerline approach lighting system. Most of the lighting system is non-standard under FAA specifications. Furthermore, the runway does not meet FAA line-of-sight standards due to a humped design.

The paved tie-down and fueling area has a holding capacity of about 35 aircraft. Three hangars house six aircraft. About a dozen aircraft are based here.

The airport has limited long-term development potential due to terrain limitations. The pavement does not have proper slope or thickness to meet general utility type aircraft use. Extensive earthwork would be needed for the runway, the taxiway, and terminal areas to provide proper slopes and clearances in order to meet FAA criteria.

A 1998 study selected a new airport site northeast of Connell to the north of and paralleling Lind Road. To date no plans are eminent for its implementation.

Residents of rural Franklin County have access to the Tri-Cities Airport in Pasco for commercial flights on major carriers to national and international destinations. The Richland Airport and Kennewick’s Vista Field provide business and small-plane flights.

### **Railroads**

The Burlington Northern-Santa Fe (BNSF) mainline from Pasco to Spokane passes through Mesa and Connell. This track sees about 25 through freight movements daily. Total tonnage exceeds 50 million gross ton-miles per mile per year, reflective of the export grain trains which

operate via this route to water terminals at Portland, Kalama, and Longview. This line operates close to its maximum practical capacity. Long range planning includes a second track. Spur tracks serve industry in Mesa and Connell.

The Columbia Basin Railroad branches off the BNSF at Connell, extending northerly into Adams and Grant counties. The Port of Moses Lake will soon begin operation of grain hopper cars on this line.

Amtrak passenger service operates on the BNSF trackage, however, individuals must board at the Pasco intermodal terminal.

### **Rideshare/Vanpool**

Ben Franklin Transit of the Tri-Cities operates a regional rideshare/vanpool program. In addition to matching individuals for their vans, BFT also matches people for private van and car pools. At present, one BFT van operates from the Tri-Cities to Lamb Weston in Connell. Other potential users include the Headstart Program (pre-school) and elderly care facilities.

### **LEVEL OF SERVICE STANDARDS**

A level of service (LOS) is a designation that describes a range of operating conditions on a particular type of facility and is defined as a qualitative measure describing operational conditions within a traffic stream and the perception thereof by motorists and/or passengers.

Levels of service standards represent the minimum performance level desired for transportation facilities and service within the region. They are used as a gauge for evaluating the quality of service on the transportation system and can be described by travel times, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

The Benton-Franklin Council of Governments' November 2006 Regional Transportation Plan sets uniform urban and rural area level of service standards for the three-county region. For urban areas over 5,000 population the uniform LOS is "D." For rural areas and small cities under 5,000 population the uniform LOS is "C." Level of service is to be designated for all arterials and collectors on the "Functional Classification" system. Franklin County has adopted the regional LOS "C."

Tables 7 and 9 in the FCCTP provide definitions for LOS categories A-F. Most of Franklin County's functionally classified rural roads currently operate at LOS A or B. A few segments operate at LOS C, the regionally adopted standard. In 10 years, segments of R-170, R-68 North, and Taylor Flats Road will degrade to LOS D. These segments constitute a very small percentage of the classified rural road system. As such, traffic congestion is generally not a problem in rural Franklin County. The need for road improvements therefore, is primarily based on pavement conditions; substandard widths; the need for all-weather surfacing on roadways subject to seasonal closures or weight restrictions; the need for hard surfacing on gravel roads; replacement of obsolete bridges; and safety.

The following lists represent Franklin County's projected roadway need for the next 20 years. They are comprised of projects from three sources: Franklin County's current TIP, the Franklin

County 20-Year Project Lists (Urban and Rural) from the Benton-Franklin Council of Governments Regional Transportation Plan (RTP) and projects whose need has surfaced since the RTP was adopted in 2006. The Six-Year TIP, as adopted by the County Commissioners, is incorporated by reference into this comprehensive plan.

**Table 30- 2006-2025 Transportation Project List – Rural**

<b>Rural 2006-2015 Project List</b>	
<b>Project</b>	<b>Project Cost (\$000s)</b>
East Foster Wells Extension; Construct New All-Weather Road	\$550,000
Road 100/Broadwoor & Dent Rd.; Construct New Road	\$1,000,000
Pasco Kahlotus Road Overlay; Reconstruct to All-Weather Standard	\$950,000
Pasco Kahlotus Road 1; Reconstruct and Surface	\$1,500,000
County Paving Priority Program; Improve 30 Miles of Gravel Roads to Hard Surface	\$4,500,000
Road 68; Widen to Four Lanes	\$500,000
Hendricks Road; Reconstruct to All-Weather Standard	\$600,000
Glade North Overall Overlay III; Reconstruct to All-Weather Standard	\$1,000,000
Frontier/E. Elm Extension; Construct New Road	\$900,000
Access Road to Juniper Dunes; Construct New Access Rd. into Dunes	\$1,000,000
Commercial/Tank Farm Road; Construct New Frontage Road	\$800,000
Pasco Kahlotus Road 2; Reconstruct and Resurface	\$600,000
Powerline Rd./Dent Rd. Extension; Construct New Road	\$400,000
Pasco Kahlotus Road 3; Reconstruct and Resurface	\$1,000,000
Countywide Safety Projects; Bridge Rail Retrofits, Guardrail improvements & Ditch Line Work	\$500,000
Countywide Illumination Projects; Add Illumination and Signing	\$500,000
Countywide Bridge Replacement; Replace Structures with New Bridges	\$1,000,000
<b>Subtotal: 2006-2015</b>	<b>\$7,300,000</b>

<b>Rural 2016-2025 Projects</b>	
<b>Project</b>	<b>Project Cost (\$000s)</b>
Coyan Road; Reconstruct R/R X-ing & Hard Surface	\$1,000,000
Hendricks Road III; Reconstruct to All-Weather Standard	\$600,000
Palouse Falls Rd; Improve to Hard Surface Standard	\$400,000
Pasco Kahlotus Road 4; Reconstruct and Resurface	\$1,000,000
Oregon St./Railroad Ave.; Reconstruct to All-Weather Standard	\$725,000
Glade North Overlay IV; Reconstruct to All-Weather Standard	\$600,000
Taylor Flats Bridge; Widen and Improve Existing Structure	\$200,000
Glade North Overlay V; Reconstruct to All-weather Standard	\$1,000,000
Sagehill Road III; Reconstruct to All-Weather Standard	\$1,000,000
Countywide Safety Projects; Bridge Rail Retrofits, Guardrail Improvements & Ditch line work	\$500,000
Glade North Widening; Widen to 4 Lanes and Safety Improvements	\$500,000
Pasco Kahlotus Road 5; Reconstruct to All-Weather Standard	\$1,600,000
Glade North Overlay VI; Reconstruct to All-Weather Standard	\$1,000,000
PH 15; Reconstruct to All-Weather Standard	\$2,000,000
Taylor Flats Road; Construct Truck Climbing Lane	\$750,000

Selph Landing Road; Reconstruct to All-Weather Standard	\$1,000,000
Russell Road: Reconstruct to All-Weather Standard	\$1,200,000
Countywide Illumination Projects; Add Illumination and Signing	\$500,000
Countywide Bridge Replacement? Replace Structures with New Bridges	\$1,000,000
Glade North Widening II; Widen to 4 lanes and Safety Improvements	\$5,000,000
<b>Total Project Cost 2016-2025</b>	<b>\$21,575,000</b>
<b>Total Project Cost 2006-2025</b>	<b>\$38,875,000</b>

**Table 31 - 2006-2025 Transportation Project List – Urban**

<b>Urban 2006-2025 Projects</b>	
<b>2006-2015</b>	
<b>Project</b>	<b>Project Cost</b>
Road 68: Court St. to Argent Rd.; Widen to 4 Lanes	\$500,000
Argent Rd: Rd. 52 to Rd. 68; Widen to 3 or 4 Lanes	\$500,000
Road 100: Broadmoor & Dent Connection; Construct New Road	\$1,000,000
Road 68: North C/L to Taylor Flats Rd.; Widen to 4 Lanes	\$500,000
Wernett Rd: Rd. 76 to Court St; Construct New Road	\$300,000
Road 60: Park St. to Court St.; Reconstruct and Widen	\$900,000
Court St. Inters. Improvements; Install Signalization	\$250,000
<b>Total Project Cost 2006-2015</b>	<b>\$3,950,000</b>
<b>2016-2025</b>	
Argent Rd. Intersection Improvements; Install Turn Lanes and Signalization	\$300,000
Road 60: Court St. to Argent Rd.; Reconstruct and Widen	\$700,000
Road 52: Sylvester St. to Argent Rd.; Reconstruct and Widen	\$500,000
Glade North Road : C/L to Selph Landing Rd.; Reconstruct and Widen	\$1,000,000
Riverview Wide; Reconstruct and Improve Roads	\$1,000,000
Riverview Wide; Improve Intersections and Install	\$1,000,000
<b>Total Project Cost 2016-2025</b>	<b>\$4,500,000</b>
<b>Total Project Cost 2006-2025</b>	<b>\$8,450,000</b>

**Table 32 – Transportation Unfunded Project List – Rural**

<b>Project</b>	<b>Project Cost</b>
Dent Road: Easy Street to Columbia Road/Rd. 68	\$450,000
East Elm Road: Frontier Road to Snake River Rd/PK Highway	\$2,000,000
Glade N. Rd.: Ringold to R-170 ; Upgrade to All-Weather Road	\$800,000
Replace 10 new Bridges	\$5,000,000
Reconstruct/Upgrade 20 Miles of Roads to All-Weather	\$4,000,000
<b>Total Unfunded Project Cost</b>	<b>\$12,250,000</b>

### Franklin County Transportation Revenue Forecast

The three following tables outline the revenue forecasts used for the preceding project lists. The project costs are based on those listed in the **TIP** and the **2006-2025 RTP** and further reviewed by Franklin County Public Works staff. Potential revenue and maintenance & operations costs are based on the **RTP**. Transportation revenue is estimated and maintenance and operations costs subtracted, leaving estimated project revenue. Project costs are subtracted from the revenue and an ending balance is determined.



**Table 33– Transportation 2006-2025 Project Costs**

<b>Year</b>	<b>Urban Projects</b>	<b>Rural Projects</b>	<b>Total</b>
2006-2015	\$2,450,000	\$17,300,000	\$19,750,000
2016-2025	\$3,500,000	\$21,575,000	\$25,075,000

**Table 34– 2006–2025 20-Year Transportation Financial Analysis (MPO/RTPO)**

<b>Year</b>	<b>Forecasted Revenue</b>	<b>M&amp;O Costs</b>	<b>Project Revenue</b>	<b>Project Costs</b>	<b>Ending Balance</b>
2006-2015	\$60,608,000	\$37,915,000	\$22,693,000	\$19,750,000	\$2,943,000
2016 – 2025	\$60,608,000	\$37,915,000	\$22,693,000	\$25,075,000	-\$2,382,000
<b>Total</b>	<b>\$121,216,000</b>	<b>\$75,830,000</b>	<b>\$45,386,000</b>	<b>\$44,825,000</b>	<b>\$561,000</b>

**Table 35 - 2006-2025 Transportation Financial Analysis (MPO)**

<b>Year</b>	<b>Forecasted Revenue</b>	<b>M&amp;O Costs</b>	<b>Project Revenue</b>	<b>Project Costs</b>	<b>Ending Balance</b>
2006-2015	\$8,045,000	\$5,033,000	\$3,012,000	\$2,450,000	\$562,000
2016-2025	\$8,045,000	\$5,033,000	\$3,012,000	\$3,500,000	\$-488,000
<b>TOTAL</b>	<b>\$16,090,021</b>	<b>\$10,065,555</b>	<b>\$6,024,466</b>	<b>\$5,950,000</b>	<b>74,466</b>

The preceding tables showed the available revenue and estimated costs for improvements to Franklin County’s urban and rural road systems over the next 20-years. Franklin County will generate \$121 million in revenue over the next 20 years in the urban and rural portions of the unincorporated county (RTPO/MPO). Of this total, \$76 million (63%) will be available for improvements. At the end of the 20-year planning horizon, the county will have an ending balance of \$561,000.

In the urban unincorporated portion of the county, Franklin County will generate \$16 million in revenue over the next 20-years. Of this total, \$10 million (63%) will be needed to maintain the system, and \$6 million (37%) will be available for improvements. At the end of the planning cycle, the county will have an ending balance of \$74,466.

Like other sparsely populated rural counties, Franklin County must rely heavily upon state and federal funding sources to accomplish needed improvements. Furthermore, many of the needed improvements are on roads not eligible to receive state or federal funds. Consequently, innovative financing methods must be used to implement some projects. The 2006-2025 Regional Transportation Plan for the RTPO and MPO describes the available state and federal funding sources

## **TRANSPORTATION DEMAND MANAGEMENT (TDM)**

TDM programs promote the use of travel modes other than the single-occupant vehicle (SOV), shift trips out of peak travel periods, and enable elimination of certain types of trips. TDM helps solve transportation-related air pollution, energy, and congestion problems by helping move more people in fewer vehicles and reducing vehicle miles traveled. TDM promotes alternatives to SOVs, such as transit, car and vanpools, biking and walking, alternative work schedules, and telecommuting. These alternatives increase transportation system efficiency and can forestall the need for costly capacity improvements.

TDM focuses on work-related commuting because traffic congestion is heaviest on weekdays when people are traveling to and from work. Efforts to change commuter behavior need the participation of employers, who can reach commuters (their employees) with information about alternatives to SOVs.

Employers can help change commuting behavior by offering flex time, ride matching, telecommuting, and alternative work schedule programs; bicycle parking and lockers; and “guaranteed ride home” for family emergencies or times when an employee must work late. Preferential parking and lower parking charges for car and vanpools, and transit pass and other transportation allowances are incentives that employers can offer. Disincentives, such as restricted parking or parking charges, can also be used to influence commuting decisions.

At the present time there is no need for TDM in Franklin County. However, the county will develop a TDM plan at such time travel demands exceed level of service standards.

## **INTERGOVERNMENTAL COORDINATION**

Franklin County and the Cities within the county are member jurisdictions of the Benton-Franklin-Walla Walla Regional Transportation Planning Organization. Therein, there is coordination of routes crossing jurisdictional boundaries as to functional classification, design standards, and proposed improvement projects. Furthermore, countywide planning policies in the comprehensive plan are coordinated with the cities.

## **TRANSPORTATION GOALS AND POLICIES**

### **Growth Management Act**

The Washington Growth Management Act identifies transportation facilities planning, and efficient multi-modal transportation systems based on regional priorities and coordinated with local comprehensive plans, as a planning goal to guide the development and adoption of comprehensive plans and development regulations [RCW 36.70A.020(3)]. In addition, it identifies a transportation element as a mandatory element of a county or city comprehensive plan [RCW 36.70A.070(6)]. The transportation element must include:

- (a) land use assumptions used in estimating travel;
- (b) estimated traffic impacts;
- (c) an inventory of transportation facilities and services needs and LOS;

- (d) finance an analysis of funding capability and a multiyear financing plan based on the needs identified in the comprehensive plan coordinated with the 6-Year TIP;
- (e) intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions; and
- (f) demand-management strategies;
- (g) Pedestrian and bicycle component.

### Countywide Transportation Goals and Policies

County-wide planning policies encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with city comprehensive plans; promote county/city participation in the RTP; and promote coordination across jurisdictional boundaries. Policies also address concurrency of developments with infrastructure improvements; compatibility of land use and transportation facilities; encourage non-motorized facilities; and promote mobility for all people, goods, and services.

These transportation goals and policies, along with those in the Land Use Element, will coordinate and guide orderly growth and infrastructure development for the foreseeable future. They are intended to increase predictability and provide for timely decisions to perpetuate an efficient transportation system as the County and its cities grow. The motorized and non-motorized transportation system will continue to play an integral part in the economic success or failure of downtown areas. These goals and policies are critical to the long-term interests of the county, including livability, economic vitality, and environmental preservation; support the long-range circulation plan; and address managing land use change by developing facilities and services in a manner that directs and controls land use patterns and intensities.

**GOAL 1** - *To ensure that transportation facilities and services needed to support development are available concurrent with the impacts of such development, which protects investments in existing transportation facilities and services, maximizes the use of these facilities and services, and promotes orderly compact growth.*

#### ***Policies:***

1. Adopt and enforce ordinances that prohibit development approval if the development causes the level of service of transportation facilities to decline below LOS “C”.
2. Accommodate development only when the required street and road improvements have been made prior to or concurrent with actual development. Concurrency indicates that facilities are available within six years of the development.
  - a. Payment of mitigation fees is considered concurrency.
  - b. Required improvements included and funded in the six-year TIP constitutes concurrency.

3. Maintain concurrency between transportation and development by requiring binding site plans for all commercial and industrial development.
4. Require new subdivision development to be improved to county road standards.
5. Platted but undeveloped right of way should not be permitted to be used for residential access until the roadway has been developed to adopted standards and accepted by the county.
6. Obtain future roadway rights of way or easements prior to or concurrent with developments to facilitate access to adjoining future developments.
7. Require residential, commercial, and industrial developments to facilitate pedestrian, bicycle, and motorized transportation when deemed appropriate.
8. Require developers/project applicants to finance all on-site and necessary off-site transportation improvements required to mitigate project impacts. Level of service must be defined when devising impact fee formulae.

**GOAL 2** - *To develop, maintain and operate a balanced, safe, and efficient multi-modal transportation system to serve all persons, special needs populations and activities in the county.*

***Policies:***

1. Provide appropriate standards for new roadways and upgrade of existing roadways with an emphasis on paving existing gravel roads.
2. Form Local Improvement Districts (LIDs) to improve existing substandard roadways, including provision of sidewalks and bicycle accommodation where appropriate, with costs repaid through local tax assessments.
3. Regularly schedule data collection and analysis, including traffic and accident data, to support studies, planning and operational activities.
4. Maintain a current road system plan for the county and its rural settlement areas that is consistent with the Land Use Element and meets the circulation needs of the residents, businesses, and industry.
  - a. Maintain an annually updated listing of prioritized road improvement needs based on the Transportation Element.
  - b. Annual updates of the six-year Transportation Improvement Program (TIP) shall be consistent with this plan.
5. Connect all transportation modes by coordinating planning of transportation programs, operation of facilities, and project site design.

6. All-Weather surface truck routes to serve existing and future agricultural, commercial, and industrial areas for the orderly and efficient movement of freight and goods.
7. Encourage the improvement and establishment of terminal facilities to enhance agricultural, commercial, and industrial use.
8. Preserve opportunities for industrial development that could be enhanced by accessibility to rail service.
9. Preserve existing rail infrastructure and rail service within the county.
10. Continue to give top priority to maintenance and preservation of existing transportation facilities and services.
11. Provide a safe and efficient transportation and circulation system that addresses the needs of the county residents, promotes and supports the desired land use pattern, and is developed concurrent with new growth.
  - a. The county shall make every effort to provide all segments of the population with safe and convenient access from their homes to places of employment, shopping, recreation, and to public facilities and services.
12. Encourage cooperation between governmental and private enterprises to increase overall safety awareness.
13. Investigate traffic calming measures to reduce automobile speeds in pedestrian areas such as residential neighborhoods and school zones.
14. Provide appropriate traffic control measures.
15. Provide safe crossings at potentially hazardous locations for pedestrians and bicyclists.
16. Upgrade at-grade railroad crossings to provide rubber or concrete crossing materials.
17. Promote energy efficient modes of transportation such as high occupancy vehicles, bicycling, and walking.

**GOAL 3** - *To recognize bicycle and pedestrian movement as basic means of circulation and to assure adequate accommodation of bicycle, pedestrian, and physically challenged persons needs in all transportation policies and facilities.*

***Policies:***

1. Strive to provide a system of bicycle routes and pedestrian walkways that link neighborhoods and public facilities and that enhance the walking and bicycling experience.

- a. Determine where bicycle and pedestrian routes should be designated and encourage their construction and use.
  - b. Link schools, parks, sport and commercial areas, and other public and semi-public facilities with pedestrian and bicycle facilities.
  - c. Provide illumination at potentially hazardous road crossings.
  - d. Sign and delineate designated bike routes.
  - e. Purchase and install bicycle racks at parks, and other high-use areas.
2. Take advantage of corridors such as power lines, surplus rail and road rights of way, buffer zones, and public lands for multiple use trails and pathways.
  3. Require single and multi-family residential development to provide bicycle friendly roads within the development and to the nearest improved roadway.
  4. Develop and/or adopt design standards for bicycle friendly roads, sidewalks, crosswalks, bike racks, and multiple use trails and pathways.
  5. Require new and improved commercial centers to be located and designed to facilitate access and circulation by alternative transportation modes.
  6. Maintain roadways, sidewalks and pathways in a safe condition.
  7. Promote educational programs to enhance the safety and practicality of travel by bicycle.
  8. Promote the enforcement of traffic laws for bicycle transportation.
  9. Identify and include appropriate pedestrian and bicycle elements in major roadway improvement projects to be included in the six-year TIP.
  10. Include stand-alone pedestrian and bicycle projects in the six-year TIP.
  11. Actively seek state and federal grants for non-motorized transportation improvement projects.

**GOAL 4** - *To minimize the segmentation, loss, and compromising of agricultural lands and productivity resulting from new road construction.*

***Policies:***

1. Where terrain permits, new roads shall continue the current grid system of roads and property lines.

**GOAL 5** - *To manage, conserve and protect the county's natural resources through a balance of development activities complemented with sound environmental practices.*

***Policies:***

1. Facilities associated with transportation and circulation should be located and designed with respect to such natural features as topography, soils, geology, floodplains, streams, shorelines, marshes, and aquifer recharge areas.
2. Route new roadways to avoid encroaching on natural preserves, parks and recreation areas and identified critical areas, and to preserve scenic areas and open spaces.
3. Strive to plan, construct, and maintain transportation facilities in such a manner as to promote positive social, economic, and environmental impacts.
4. Provide adequate review procedures to ensure that transportation projects and improvements protect aesthetic values.
5. Ensure the preservation and construction of the natural and built environments through proper management and allocation of land uses and transportation facilities.

**GOAL 6** - *To actively influence the future character of the county by managing land use change and by developing facilities and services in a manner that directs and controls land use patterns and intensities.*

***Policies:***

1. Review development proposals, rezoning and vacating petitions, variance requests, subdivision plats and commercial and industrial construction site plans to ensure coordination with the Transportation Element.
2. Establish procedures to ensure that development does not encroach upon future right-of-way needs.
3. Develop a transportation system that meets the circulation needs of commercial and industrial development.
4. Encourage commercial developments to use joint access points to aid in traffic control and to protect and enhance the carrying capacity of the transportation system.
5. Maintain a current road system plan for the county and its rural settlement areas that is consistent with the Land Use Element and meets the circulation needs of its citizens and businesses, and that will serve to attract future businesses.

6. To the extent feasible, continue the grid system of roads and blocks in new developments.
7. Encourage major traffic generators such as schools, churches, shopping, and industrial areas to locate on or near arterials and collector streets.
8. Coordinate land use and public works planning activities with an on-going program of financial forecasting for needed transportation facilities and services. Utilize the county's long range financial management plan as a guide for:
  - a. Monitoring the overall effectiveness of the Transportation Element; and
  - b. Balancing land use decisions with the county's financial capability to provide transportation facilities and services.
9. Protect and pursue acquisition of land needed to connect existing and planned rights of way.
10. Support the implementation of infrastructure needs adjacent to urban growth areas such as the Lind Road/SR 395 Interchange at Connell and the "A" Street/SR 12 interchange at Pasco.

**GOAL 7** - *To provide a comprehensive system of parks and open spaces that responds to the recreational, cultural, environmental and aesthetic needs and desires of the County's residents.*

***Policies:***

1. Assure provision of adequate transportation infrastructure, including bicycle and pedestrian facilities, to meet access needs to the County's existing and proposed parks, playgrounds, and open spaces.
  - a. Provide vehicle parking, bicycle racks and facilities for the physically impaired.

**GOAL 8** - *To provide a local transportation system that is coordinated and consistent with the regional transportation network.*

***Policies:***

1. Coordinate with the cities, the RTPO, WSDOT, and other affected groups and agencies to establish an integrated planning effort that ensures consistency and compatibility between transportation plans and Goals.
2. Coordinate with the State Department of Transportation in the review of development requests adjacent to or impacting state routes.



- a. Provide an environmental buffer strip between state routes and adjacent uses to minimize disturbance due to noise and other highway impacts.
3. Involve affected neighborhoods and other interested citizens and groups in the planning of road improvement projects.
4. Public awareness and review should be an integral part of any proposed transportation plan, program, or project.

**GOAL 9** - *To secure funding through grants, mitigations, and general funds for safety and capacity measures to maintain adopted LOS standards.*

***Policies:***

1. Pursue federal and state grants.
2. Use an environmental mitigation system that identifies:
  - a. Safety and capacity improvements based on projected LOS deficiencies.
  - b. Costs of improvements needed to mitigate increased traffic reflected in the annual capital improvement plan update.
  - c. Fair share costs determined from the capacity improvement cost and the 20-year increase in traffic. (Update annually for newly added projects and mitigation of fair share costs.)
  - d. Mitigation assessments, determined by the number of development trips and the capacity or safety improvement fair share cost.
  - e. Mitigation assessments that may be used for identified capacity or safety improvements.
3. Update the capital improvement plan annually; adding new projects and deleting completed projects.

**GOAL 10** - *To provide public transportation service accessibility for elderly, disabled, low and moderate income, youth, and other mobility disadvantaged people between northern Franklin County communities and the Tri-Cities.*

***Policies:***

1. Pursue inclusion in Ben Franklin Transit's Public Transportation Benefit Area when need and public sentiment become evident.
  - a. Periodically sample public interest.
2. Consider implementation of shuttle van services to the Tri-Cities, including coordination of interconnecting bus, train, and plane schedules.

- a. Plan for a park and ride lot/transit center, likely at Connell.
3. Support future transit feasibility by encouraging and facilitating high-density residential development in the rural towns and settlement areas.

## CAPITAL FACILITIES ELEMENT

### Introduction

The county functions as both a regional and local provider depending upon the particular facility or service or area served. Under the goals established by the GMA, the county role as an urban service provider is expected to decline and the cities are to assume the dominant role in most urban services. The county however, will play an important role as a regional service provider. This section will address those facilities for which the county must plan and budget as part of its capital improvement program, which include; transportation and circulation, law and justice (enforcement, prosecution, and correction/detention), general government, and parks and recreation. Each of these functions is considered in separate elements of this plan.

The GMA requires that the public facilities and services necessary to support development is adequate at the time of use without decreasing current service levels below locally adopted minimum standards. The capital facilities element of the comprehensive plan is a requirement of the GMA. This capital facilities element is written to address the requirements of the GMA and present infrastructure financing plans for rural Franklin County. It includes the program for financing improvements to the rural county's infrastructure for the next twenty years.

This element is used to coordinate physical and fiscal planning. This comprehensive plan is written to be realistic and each plan element is intended to be consistent and/or concurrent with one another. The capital facilities element will provide financing priorities that will extend beyond a single years budget, allowing projects to be scheduled in logical order regarding county priorities. The identification of funding sources will help in the prioritization of needs and allow trade-offs between projects being evaluated.

The first year of the capital facilities program described in this element will be converted into the annual capital budget. The annual capital budget is a financial commitment. The remaining multi-year program will provide long-term planning. The capital facilities program will be revised and extended annually to reflect changing circumstances. The program deals with large expenses with a life expectancy of more than ten-years that are non-recurring and may require financing over many years. Smaller scale projects and improvements will be addressed in the annual budget as they occur. A project can include design, engineering, permitting, environmental analysis, land acquisition, construction, major maintenance, site improvements, energy conservation, landscaping, initial furnishings, equipment and remodeling.

### Goal, Policies and Strategies

The capital facilities element will affect decision making to achieve community goals as denoted in the County's "Vision Statement". The capital facilities goals, policies and strategies are listed as follows:

**Goal 1.** Ensure that the elements of the comprehensive plan are fiscally achievable.

Policy 1. Provide capital improvement funds to correct existing deficiencies, to replace worn out or obsolete facilities, and to accommodate desired growth.

- Strategy 1. Proposed capital improvement projects will be evaluated and prioritized by the following criteria:
- a. Financial feasibility;
  - b. The purpose of the project: elimination of capacity deficits, elimination of public hazards, or county needs based on projected growth patterns.
  - c. The type of project, new development or redevelopment; and,
  - d. Plans of other state and local agencies.

Policy 2. Maintain an up-to-date 20-year schedule of capital improvement projects. Capital improvements with cost less than \$10,000 should be reviewed for inclusion in the Capital Improvement Schedule and the annual capital budget.

Policy 3. Require that developers bear a fair share of facility improvement costs required by new development.

- Strategy 1. Establish impact fees that are sufficient to address the fair share of improvement costs required by new development.

Policy 4. Manage fiscal resources to support the provisions of needed capital improvements.

- Strategy 1. Adopt an annual capital budget and a twenty-year capital improvement program.

- Strategy 2. Manage debt within the county charter limits on general obligation debt.

- Strategy 3. Actively work to secure grants or private funds when available to finance capital improvements.

Policy 5. Coordinate land use decisions and a schedule of capital improvements with financial resources.

- Strategy 1. Require that the county and/or developers provide public facilities and services concurrent with the impacts of development.

- Strategy 2. Support and encourage the joint development and use of cultural and community facilities.

Strategy 3. Emphasize capital improvement projects that promote the conservation, preservation or revitalization of local residential, commercial and industrial areas.

**Goal 2.** Establish and maintain the following LOS standards.

- Parks: 5 acres of regional parkland per 1,000 population.  
For purposes of consistency between elements of this plan, city, county, state and federal regional parklands within the county may be included in the LOS standard.
- Traffic Circulation:  
Major Arterial: LOS C during peak hour traffic  
State Highway: LOS C  
Collectors and Local Streets: County accepted design standards.
- Drainage Control Devices: 25-year, 24-hour event.  
Stormwater Management Systems: Retain on-site the runoff from 25-year, 24-hour storm at peak discharge rates. Development will be regulated to ensure that its post development runoff to county systems does not exceed the predevelopment discharge value or rate. This limitation will ensure the LOS of the existing stormwater system is not comprised.
- Solid Waste: Consistent with the Benton-Franklin County Solid Waste Plan.
- Schools: Ensure that adequate space is available for future school sites in the county.

## **Inventory and Analysis**

All cost estimates are presented in 2007 dollars as determined by the county administration. The following considerations were used informally in developing the listing of proposed projects: economic (financial); feasibility; consistency; and impacts on health, safety and the environment.

The public facilities necessary for existing and future expansions have been identified in other elements of this comprehensive plan. The elements of the comprehensive plan have been modified through the process of developing a capital facility program to ensure financial feasibility. The other elements of the plan describe the location and capacity of the facilities presently existing and analyze the future needs for these facilities.

The capital improvements needed to satisfy future development and to maintain adopted levels of service are identified and listed in Tables 34 and 35. The tables describe each of the capital improvement projects needed to correct existing deficiencies or address projected needs, and estimates of the total project costs. The year indicates when the projects must be initiated to maintain the LOS for the respective facilities. Capital facilities projects have been identified for transportation and community facility improvements.

## **Future Needs and Alternatives**

The Capital Facilities Program will be developed based on the following analyses: current revenue sources, financial resources, capital facilities policies, and the method of addressing shortfalls.

### **Revenue Resources**

#### ***Transportation***

The county receives revenues for transportation projects from several funding sources including; federal monies through competitive grants and direct allocation; state per capita revenues; and competitive grants; and local improvement districts (LID) for specific approved transportation projects assessed to benefiting properties. Revenues that have been identified are noted in Table 33.

#### ***Community Facilities***

Public buildings utilized for the provision of general services such as the courthouse, administrative offices, sheriff's office, county jail, and parks or trails would be funded from the county's general fund or grant, bond, or combination thereof.

### **Financial Resources**

To ensure that the county is using the most effective means of collecting revenue considering the various sources of funding available, the county should periodically review the impact and appropriateness of their financial system, as financial regulations, available mechanisms, and market conditions are subject to change.

### **Capital Facilities Policies**

To project revenues and expenditures for capital facilities realistically, the county must consider not only current revenue and expenditures, but also how current policies influence decisions about funding and expenditures in the future. These current funding policies were considered in creating the goals and policies in the other sections of the comprehensive plan and were the basis for the development of various funding scenarios.

Local goals and policies described in the elements of this plan are used to guide the location and timing of development. As the county interacts with the surrounding communities, the planned capacity of public facilities by other jurisdictions must also be considered when making development decisions. Coordination with other entities is important to facilitate not only the best location for public facilities but also the best timing for their establishment.

Levels of Service standards are an indicator of the extent or quality of service provided by a facility related to the operational characteristics of the facility. They summarize existing or desired public service conditions. To establish level of service standards the county made quality

of service decisions. The types of public services for which the county adopted level of service standards, will be improved to accommodate the impacts of development and maintain existing service in a timely manner with new development.

Levels of service influence the timing and location of development by clarifying which locations have excess capacity that may easily support new development. They also delay new development until providing the needed public facilities in some areas is feasible. To avoid over extending public facilities, the provision of public facilities may be phased over time to ensure that new development and public revenues keep pace with public planning.

The Urban Growth Area boundaries were selected to ensure that urban services could be provided for potential residential, commercial and industrial development. The selection was based on environmental constraints, probable locations where urban density development will occur, the plans of current residents, and existing infrastructure and services. New and existing development requiring urban services will be located in an UGA.

### **Methods of Addressing Shortfalls**

The county has identified options for dealing with funding shortfalls and how these options will be exercised. The county cannot finance all proposed facility projects. When considering a particular project identified as having a shortfall, the county can consider the following options; increase revenue, decrease level of service standards, decrease the cost of the facility, or decrease the demand for the public service or facility.

### **Capital Facilities Program**

The Capital Facilities Program will be based upon financial assumptions, projected revenues, projected expenditures, operating expenses, and future needs.

### **Financial Assumptions**

The following assumptions were made regarding operating and marketing conditions in Franklin County's future for the development of the Capital Facilities Program.

- The county will continue to use its current fund accounting system for financial affairs.
- Due to inflation the cost of operating the county government will continue to increase.
- Public investment in capital facilities is a primary tool of local government to support and encourage economic growth.
- Having a consistent and reliable revenue source to fund capital expenditures is desirable.
- New revenue sources, including new taxes, will be needed to continue to maintain county services.
- Capital investments will be needed to maintain, repair, and rehabilitate outdated portions of the county's current infrastructure and to accommodate future growth.

A comprehensive approach to review, consider, and evaluate capital funding requests is needed to aid decision-makers and the citizenry in understanding the capital needs of the county.

### **Projected Revenues**

Table 34 shows the expected revenues available to the county to finance capital improvements for the years 2006 through 2025. These amounts are represented in year 2006 dollars.

### ***Operating Expenses***

In addition to the costs associated with providing new capital facilities, the county will also incur increases in annual operating and maintenance costs. These recurring expenses increase as new facilities are added to the county system and also have to be maintained. The largest costs come from expansions that require maintenance of mechanical fixtures, and personnel costs.

This section discusses the plan for future financing of public facilities and services in the county. The timing of development, and the provision of services are key components of this planning process.

The “Vision Statement” and information gathered from the public was used along with the inventory and analysis to create the capital facilities program. The program includes a strategy for achievement of the county’s goals while taking into consideration existing conditions. The goals, policies, and strategies provide guidelines for the future development of rural Franklin County.

### **Plan Implementation and Monitoring**

The Capital Improvement Schedule in Tables 36 and 37 will be used to provide timing, location, projected cost, and revenue sources for the capital improvements identified for implementation in the other elements of this comprehensive plan. This schedule is intended to be economically feasible within the target revenues discussed in the Inventory and Analysis section of this element.

Tables 36 and 37 list the capital improvement project by facility type, shows the projects needed to correct deficiencies and provides estimates of the project costs by year. Currently no projects are known that are needed to correct an existing deficiency where existing conditions are below level of service standards being adopted in this comprehensive plan. Projects that exceed available target revenues are not included. As available revenues become available, these projects will be incorporated in the schedule for implementation. Projects under \$10,000 and projects not related to LOS standards or measurable objectives are excluded from Tables 36 and 37.

This element is adjusted annually. Projected revenues for fiscal years past 2007 are listed by plan element and shown as a lump sum. Capital projects will be identified in greater detail in



subsequent years. Top priority will be given to projects that correct existing deficiencies followed by those required for facility replacement, and then those needed for future growth.

This element will be reviewed annually and amended to verify that fiscal resources are available to provide the public facilities needed to support adopted LOS standards and measurable objectives.

Tables 36 and 37 are included in the Franklin County Capital Transportation Plan, which may be amended on an annual basis. The annual review of the Capital Improvement Schedule is the responsibility of the County Commission Chairperson and the County Administrator.

**Table 36 – Projected Expenditures 20-Year Rural Capital Improvement Schedule**

PROJECT	ESTIMATED COST	FUNDING SOURCE	LOCAL MATCH
<b>2006 – 2025 PROJECT LIST - RURAL</b>			
<b>2006-2015 PROJECTS</b>			
East Foster Wells Extension; Construct New All-Weather Road	\$550,000	Financially Constrained	Available
Road 100/Broadmoor & Dent Rd; Construct New Road	\$1,000,000	Financially Constrained	Available
Pasco Kahlotus Road Overlay; Reconstruct to All-Weather Standard	\$950,000	Financially Constrained	Available
Pasco Kahlotus Road 1; Reconstruct and Surface	\$1,500,000	Financially Constrained	Available
County Paving Priority Program; Improve 30 miles of Gravel Roads to Hard Surface	\$4,500,000	Financially Constrained	Available
Road 68; Widen to Four Lanes	\$500,000	Financially Constrained	Available
Hendricks Road; Reconstruct to All-Weather Standard	\$600,000	Financially Constrained	Available
Glade North Overlay III; Reconstruct to All-Weather Standard	\$1,000,000	Financially Constrained	Available
Frontier/E. Elm Extension; Construct New Road	\$900,000	Financially Constrained	Available
Access Road to Juniper Dunes; Construct New Access Road into Dunes	\$1,000,000	Financially Constrained	Available
Commercial/Tank Farm Road; Reconstruct and Resurface	\$800,000	Financially Constrained	Available
Pasco Kahlotus Road 2; Reconstruct and Resurface	\$600,000	Financially Constrained	Available
Powerline Rd/Dent Rd Extension; Construct New Road	\$400,000	Financially Constrained	Available
Pasco Kahlotus Road 3; Reconstruct and Resurface	\$1,000,000	Financially Constrained	Available
Countywide Safety Projects; Bridge Rail Retrofits, Guardrail Improvements & Ditch Line Work	\$500,000	Financially Constrained	Available
Countywide Illumination Projects; Ad Illumination and Signing	\$500,000	Financially Constrained	Available
Countywide Bridge Replacement; Replace Structures with New Bridges	\$1,000,000	Financially Constrained	Available
<b>Total Project Cost 2006-2015</b>	<b>\$7,300,000</b>		
<b>2016-2025</b>			
Coyan Road; Reconstruct R/R-ing & Hard Surface	\$1,000,000	Financially Constrained	Available
Hendricks Road III; Reconstruct to All-Weather Surface	\$600,000	Financially Constrained	Available
Palouse Falls Rd; Improve to Hard Surface Standard	\$400,000	Financially Constrained	Available
Pasco Kahlotus Road 4; Reconstruct and Resurface	\$1,000,000	Financially Constrained	Available
Oregon St/Railroad Ave; Reconstruct to All-Weather Standard	\$725,000	Financially Constrained	Available
Glade North Overlay IV; Reconstruct to All-Weather Standard	\$600,000	Financially Constrained	Available
Taylor Flats Bridge; Widen and Improve Structure	\$200,000	Financially Constrained	Available
Glade North Overlay V; Reconstruct to All-Weather Standard	\$1,000,000	Financially Constrained	Available
Sagehill Road III; Reconstruct to All-Weather Standard	\$1,000,000	Financially Constrained	Available
Countywide Safety Projects; Bridge Rail Retrofits, Guardrail	\$500,000	Financially Constrained	Available

Improvements & Ditch Line Work			
Glade North Widening; Widen to 4 Lanes and Safety Improvements	\$500,000	Financially Constrained	Available
Pasco Kahlotus Road; 5; Reconstruct to All-Weather Surface	\$1,600,000	Financially Constrained	Available
Glade North Overlay VI; Reconstruct to All-Weather Standard	\$1,000,000	Financially Constrained	Available
PH 15; Reconstruct to All-Weather Standard	\$2,000,000	Financially Constrained	Available
Taylor Flats Road; Construct Truck Climbing Lane	\$750,000	Financially Constrained	Available
Selph Landing Road; Reconstruct to All-Weather Standard	\$1,000,000	Financially Constrained	Available
Russell Road; Reconstruct to All-Weather Standard	\$1,200,000	Financially Constrained	Available
Countywide Illumination Projects; Add Illumination and Signing	\$500,000	Financially Constrained	Available
Countywide Bridge Replacement; Replace Structures with New Bridges	\$1,000,000	Financially Constrained	Available
Glade North Widening II; Widen to 4 Lanes and Safety Improvements	\$5,000,000	Financially Constrained	Available
<b>Total Project Cost 2016-2025</b>	<b>\$21,575,000</b>		
<b>Total Project Cost 2006-2025</b>	<b>\$38,875,000</b>		

**Table 37 – Projected Expenditures 20-Year Urban Capital Improvement Schedule**

<b>PROJECT</b>	<b>ESTIMATED COST</b>	<b>FUNDING SOURCE</b>	<b>LOCAL MATCH</b>
<b>2006-2025 PROJECT LIST - URBAN</b>			
<b>2006-2015 PROJECTS</b>			
Road 68: Court to Agent Rd; Widen to 4 Lanes	\$500,000	Financially Constrained	Available
Argent Road: Road 52 to Road 100; Widen to 3 or 4 Lanes	\$500,000	Financially Constrained	Available
Road 100: Broadmoor & Dent Connection; Construct New Road	\$1,000,000	Financially Constrained	Available
Road 68: North C/L to Taylor Flats Rd; Widen to 4 Lanes	\$500,000	Financially Constrained	Available
Wernett Rd: RD 76 to Court St; Construct New Road	\$300,000	Financially Constrained	Available
Road 60: Park St to Court St; Reconstruct and Widen	\$900,000	Financially Constrained	Available
Court St Inters. Improvements; Install Signalization	\$250,000	Financially Constrained	Available
<b>Subtotal: 2006-2015</b>	<b>\$3,950,000</b>		
<b>2016-2025</b>			
Argent Rd Intersection Improvements; Turn Lanes and Signalization	\$300,000	Financially Constrained	Available
Road 60: Court St to Argent Rd; Reconstruct and Widen	\$700,000	Financially Constrained	Available
Road 52: Sylvester St. to Argent Rd.; Reconstruct and Widen	\$700,000	Financially Constrained	Available
Glade North Road: C/L to Selph Landing Rd; Reconstruct and Widen	\$1,000,000	Financially Constrained	Available
Riverview Wide: Reconstruct and Improve Roads	\$1,000,000	Financially Constrained	Available
Riverview Wide: Improve Intersections and Install	\$1,000,000	Financially Constrained	Available
<b>Total Project Cost 2016-2025</b>	<b>\$4,500,000</b>		
<b>Total Project Cost 2017-2023</b>	<b>\$8,450,000</b>		

Franklin County will generate approximately \$121 million in revenue for transportation/capital related projects over the next 20 years. Of this total approximately \$76 million (63%) will be needed to maintain and operate the system and approximately \$45 million (37%) will be available for project improvements. At the end of the 20-year planning horizon, the county will have an ending balance of \$61,000.

Like other sparsely populated rural counties, Franklin County must rely heavily upon state and federal funding sources to accomplish needed improvements. Often innovative financing methods must be used to implement some projects.

## Glossary

**Adequate Public Facilities:** Facilities, which have the capacity to serve development without decreasing levels of service below locally established minimums.

**Affordable Housing:** Residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty percent of the household's monthly income. (Senate Bill 5584, Section 4).

**Agricultural Land:** Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock and land that has long term commercial significance for agricultural production. (RCW 36.70A.030)

**Available Public Facilities:** Facilities or services that are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development. (WAC 365-195-210)

**Best Management Practices:** Physical, structural, or managerial practices, which have gained general acceptance for their ability to prevent or reduce environmental impacts.

**Buffer:** An area contiguous with a critical area that is required for the integrity, maintenance, function, and stability of the critical area.

**Buffer Strip:** Open spaces, landscaped areas, fences, walls, berms, or any combination thereof used to physically separate or screen one use or property from another so as to visually shield or block noise, lights, or other nuisances.

**Capacity:** The measure of the ability to provide a level of service by a public facility.

**Capital Improvement:** Physical assets constructed or purchased to provide, improve or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multi-year financing.

**Carrying Capacity:** The level of development density or use an environment is able to support without suffering undesirable or irreversible degradation.

**City:** A city or town, including a code city. (RCW 36.70A.030)

**Cluster Development:** A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, individual or jointly owned open space, and preservation of environmentally sensitive areas.

**Commercial Uses:** Activities within land areas, which are predominantly connected with the sale, rental and distribution of products, or performance of services.

**Community Facilities:** Facilities used by the community as a whole, such as recreational facilities, schools, libraries, medical care facilities, police, and fire stations.

**Comprehensive Land Use Plan, Comprehensive Plan, or Plan:** A generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to the Growth Management Act. (RCW 36.70A.030)

**Concurrency:** Adequate capital facilities are available when the impacts of development occur. This definition includes the two concepts or “adequate capital facilities” and of “available capital facilities” as defined above.

**Conservation:** Improving the efficiency of energy use; using less energy to produce the same product.

**Consistency:** No feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.

**Contiguous Development:** Development of areas immediately adjacent to one another. (WAC 365-195-210)

**Coordination:** Consultation and cooperation among jurisdictions.

**Critical Areas:** Include the following areas and ecosystems: (a) Wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

**Cultural Preservation:** The preservation of objects, buildings, sites, and places that are important to a culture and included in the overall historic preservation program.

**Cultural Resources:** Are elements of the physical environment that are evidence of human activity and occupation. Cultural resources include: (a) historic resources which are elements of the built environment typically 50 years of age and older, and may be buildings, structures, sites, objects, and districts; (b) archaeological resources consist of remains of the human environment at or below the ground surface such as habitation sites; and (c) traditional cultural properties consist of places or sites of human activities which are of significance to the traditions or ceremonies of a culture. Traditional cultural properties do not necessarily have a manmade component and may consist of an entirely natural setting.

**Cumulative Financial Impact:** The collective costs associated with a government decision or action that affects the acquisition, development, operation, or service of a parcel of land and the buildings upon a parcel of land.

**Density:** A measure of the intensity of development, generally expressed in terms of acres per dwelling units. Can also be expressed in terms of population density [i.e., people per acre]. Useful for establishing a balance between potential local service use and service capacities.

**Development Regulations:** Any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, and binding site plan ordinances. (RCW 35.70.030)

**Distribution Lines:** The most commonly found type of power line use to deliver power from substation to homes or businesses.

**Domestic Water System:** Any system providing a supply of potable water for the intended use of a development, which is deemed adequate pursuant to RCW 19.27.097.

**Economic Diversity:** The wide spectrum of business enterprises and industries. Diversity minimizes the risk of economic slowdown by basing growth on a wide range of business enterprises.

**Economic Development:** The process of creating wealth through the mobilizations of human, financial, capital, physical, and natural resources to generate marketable goods and services.

**Electrical Transmission Lines:** The lines that transfer electricity between power sources and substations.

**Erosion:** The wearing away of the earth's surface as a result of the movement of wind, water, or ice.

**Erosion Hazard Areas:** Those areas that because of natural characteristics, including vegetative cover, soil texture, slope gradient, and rainfall patterns, or human-induced changes to such characteristics, are vulnerable to erosion.

**Extractive Industries:** Industries that extract natural resources from the earth. This includes, but is not limited to, surface mining.

**Facilities:** The physical structure or structures in which a service is provided.

**Fair Share Basis:** The developer pays only for the impacts or provides only for the facilities and service needs created as direct result of the development.

**Financial Commitment:** Sources of public or private funds or combinations thereof have been identified which will be sufficient to finance capital facilities necessary to support development and that there is assurance that such funds will be timely put to that end.

**Fire Flow:** The amount of water volume needed to provide fire suppression. Adequate fire flows are based on industry standards, typically measured in gallons per minute (gpm). Continuous fire

flow volumes and pressures are necessary to insure public safety. Fire flow volume is in addition to the requirements to the water system for domestic demand.

**Fiscal Impact:** The fiscal costs and constraints of implementing policies or regulations.

**Fish and Wildlife Habitat Areas:** Those areas identified as being of critical importance to maintenance of fish, wildlife, and plant species, including: areas with which endangered, threatened, and sensitive species have a primary association; habitats and species of local importance; naturally occurring ponds and their submerged aquatic beds that provide fish or wildlife habitat; waters of the state; lakes, ponds, streams, and rivers planted with game fish by a governmental or tribal entity, or private organization.

**Flood Hazard Areas:** Areas of land located in floodplains, which are subject to a one percent or greater chance of flooding in any given year.

**Forest Land:** Land primarily useful for growing trees, including Christmas Trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

**Geographical Information System (GIS):** A computer based information system that stores data for specified landmass. Information can be retrieved in several formats that include computer generated maps, reports, etc.

**Geologically Hazardous Areas:** Means areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

**Goal:** The long-term end toward which programs or activities are ultimately directed.

**Geothermal:** Power generated from heat energy derived from hot rock, hot water, or steam in the earth's surface.

**Greenbelt:** A predominately open area that may be cultivated or maintained in a natural state surrounding development or used as a buffer or buffer strip between land uses.

**Growth Management:** A method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

**Habitat:** The sum total of all the environmental factors of a specific place that is occupied by an organism, a population or a community.

**Hazardous Areas:** Areas subject to geologic hazards or flood hazards.

**Home Occupation:** Any activity carried out for gain by a resident, conducted as an accessory use in the resident's dwelling unit.

**Household:** All persons who occupy a housing unit which is intended as separate living quarters and having direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. (U.S. Department of Commerce, Bureau of the Census)

**Impact Fee:** A fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development.

**Implementation:** Carrying out or fulfilling plans and proposals. In planning this usually takes the form of development regulations, including, but not limited to, zoning, and performance standards.

**Important Aquifer Recharge Areas:** Areas, which have been prioritized as being of significant value for purposes of recharging groundwater.

**Industrial Uses:** The activities predominately connected with manufacturing, assembly, processing, or storage of products.

**Infill:** The development of housing or other buildings in vacant sites in an already developed area.

**Infrastructure:** Facilities and services needed to sustain industry, residential, and commercial activities. Infrastructure may include, but not be limited to, water and sewer lines, streets, and communication lines. From an Economic Development perspective, infrastructure also includes environmentally safe siting, an adequately trained labor force, and a transport network that includes an adequate commercial transportation system of roadways, rail system, and air freight.

**Intensity:** A measure of land uses activity based on density, use, mass, size and impact.

**Kilovolt:** The electrical unit of power, which equals 1000 volts.

**Kilowatt (Kw):** The electrical unit of power, which equals 1000 watts.

**Kilowatt Hour (KWh):** A basic unit of electrical energy, which equals one kilowatt of power applied for one hour.

**LAMIRD:** Limited Areas of More Intensive Rural Development. There are three types of LAMIRDS allowed under RCW 36.70A.070(5)(d)(i), (ii) and (iii). For simplicity, they are referred to as Type I, II or III.

**Landfill:** A solid waste facility or part of a facility for the permanent disposal of solid wastes in or on the land. This includes sanitary landfill; balefill; land spreading disposal facility, or a



hazardous waste, problem waste, special waste facility; or a hazardous waste, problem waste, special waste, wood waste, limited purpose or inert and demolition waste landfill.

**Landslide Hazard Areas:** Areas, which are potentially subject to risk of mass movement due to a combination of geologic, topographic, and hydrologic factors.

**Level of Service (LOS):** An indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. LOS means an established minimum capacity facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

**Load:** The amount of electric power delivered or required at a given time on a system.

**Long-term Commercial Significance:** The growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land. (RCW 36.70A.030)

**Manufactured Housing:** A manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

**Master Planned Resort:** A self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities.

**Median Income:** The income level which divides the income distribution into two equals parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units including those with no income. (U.S. Department of Commerce, Bureau of the Census)

**Megawatt (MW):** The electric unit of power, which equals one million watts or one thousand kilowatts.

**Minerals:** Includes gravel, sand, and valuable metallic substances.

**Mobile Home:** A single portable manufactured housing unit, or a combination of two or more such units connected on-site, that is:

- a. Designed to be used for living, sleeping, sanitation, cooking, and eating purposes by one family only and containing independent kitchen, sanitary, and sleeping facilities.
- b. Designed so that each housing unit can be transported on its own chassis.
- c. Placed on a temporary or semi-permanent foundations.

- d. Is over 32 feet in length and over eight feet in width.

**Multi-Family Housing:** As used in this plan, multi-family housing is all housing which is designed to accommodate four or more households.

**Multimodal:** Two or more modes or methods of transportation. Examples of transportation modes include: bicycling, driving an automobile, walking, bus transit or rail.

**Natural Resource Lands:** Agricultural, forest, and mineral resource lands which have long-term commercial significance.

**New Fully Contained Community:** A development proposed for location outside of the existing designated urban growth areas, which is characterized by urban densities, uses and services and meets the criteria of RCW 36.70A.350. (WAC 365-195-210)

**Nonpoint Source Pollution:** Pollution that enters a water body from diffuse origins on the watershed and does not result from discernible, confined, or discrete conveyances.

**Open Space:** Underdeveloped land that serves a functional role in the life of the community. This term is subdivided into the following:

- a. Pastoral or recreational open space areas that serve active or passive recreation needs, e.g. federal, state, regional and local parks, forests, historic sites, etc.
- b. Utilitarian open space are those areas not suitable for residential or other development due to the existence of hazardous and/or environmentally sensitive conditions, e.g., critical areas, airport flight zones, well fields, etc. This category is sometimes referred to as “health and safety” open space.
- c. Corridor or linear open space are areas through which people travel, and which may also serve an aesthetic or leisure purpose. For example, an interstate highway may connect Point A to Point B, but may also offer an enjoyable pleasure drive for the family. This open space is also significant in its ability to connect one residential or leisure area with another.

**Planning Period:** The 20 year period following the adoption of a comprehensive plan or such longer period as may have been selected as the initial planning horizon by the planning jurisdiction.

**Policy:** The way in which programs and activities are conducted to achieve an identified goal.

**Public Facilities:** Include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. These physical structures are owned or operated by a government entity, which provides or supports a public service.

**Public Services:** Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

**Public Water System:** Any system of water supply intended or used for human consumption or other domestic uses, including source, treatment, storage, transmission, and distribution facilities where water is being furnished to any community, collection, or number of individuals, but excluding a water system serving one single family residence. (WAC 248-54)

**Regional Transportation Plan:** Means the transportation plan for the regionally designated transportation system, which is produced by the Regional Transportation Planning Organization.

**Regional Transportation Planning Organization (RTPO):** Means the voluntary organization conforming to RCW 47.80.020, consisting of local governments within a region containing one or more counties, which have in common transportation interests.

**Renewable Energy:** Nondepletable resources such as sunlight, wind, hydropower. Depletable sources of energy include fossil fuels such as oil, coal, natural gas, and nuclear and geothermal energy.

**Sanitary Sewer Systems:** All facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial or industrial waste.

**Seismic Hazard Area:** Areas subject to severe risk of damage as a result of earthquake induced ground shaking, slope failure, settlement, or soil liquefaction.

**Shall:** Means a directive or requirement

**Should:** Means an expectation

**Single-Family Housing:** As used in this plan, a single-family unit is a detached housing unit designed for occupancy by not more than one household.

**Site Development Standards:** A variety of standards applied to site development that can include, among others, principles for placement of buildings on site, provision of open space, access roads, drainage facilities, lighting, parking and landscaping.

**Substation:** An electric power station which serves as a control and transfer point on an electrical transmission system. Substations route and control electrical power flow, transform voltage levels, and serve as delivery points to individual customers.

**Surface Waters:** Streams, rivers, ponds, lakes, or other waters designated as “waters of the state” by the Washington Department of Natural Resources. (WAC 222-16-030)

**Urban Growth:** Refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. “**Characterized by urban growth**“ refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

**Urban Growth Area:** Means those areas designated by a county pursuant to RCW 36.70A.110.

**Urban Governmental Services:** Include those governmental services historically and typically delivered by cities, include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

**Utilities:** Facilities serving the public by means of a network of wires or pipes, and structures ancillary thereto. Included are systems for the delivery of natural gas, electricity, telecommunications services, water, and for the disposal of sewage.

**Vacant/Underdeveloped Lands:** May suggest the following: (a) a site which has not been developed with either buildings or capital facility improvements, or has a building improvement value of less than \$500 [vacant land]; (b) a site within an existing urbanized area that may have capital facilities available to the site creating infill development; (c) a site which is occupied by a use consistent with the zoning but contains enough land to be further subdivided without needing a rezone (partially-used); and (d) a site which has been developed with both a structure and capital facilities and is zoned for more intensive use than that which occupies the site (under-utilized).

**Visioning:** A process of citizen involvement to create values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

**Wetland:** Areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland to mitigate conversion of wetlands, if permitted by the county or city.

**Zoning:** The demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses zones (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

## List of Acronyms

<b>BLM</b> .....	U.S. Bureau of Land Management
<b>BPA</b> .....	Bonneville Power Administration
<b>CDBG</b> .....	Community Development Block Grant
<b>CFP</b> .....	Capital Facilities Plan
<b>CIP</b> .....	Capital Improvement Program
<b>CTED</b> .....	Wash. Dept. of Community, Trade, Economic Development
<b>WDF &amp; WL</b> ...	Wash. Department of Fisheries & Wildlife
<b>DOE</b> .....	U.S. Department of Energy
<b>DOH</b> .....	Washington Department of Health
<b>DNR</b> .....	Washington Department of Natural Resources
<b>DSHS</b> .....	Wash. Dept. of Social and Health Services
<b>EIS</b> .....	Environmental Impact Statement
<b>EPA</b> .....	U.S. Environmental Protection Agency
<b>FAA</b> .....	Federal Aviation Administration
<b>FCC</b> .....	Federal Communications Commission
<b>FEMA</b> .....	Federal Emergency Management Administration
<b>FERC</b> .....	Federal Energy Regulatory Commission
<b>FHA</b> .....	Federal Housing Administration
<b>FHWA</b> .....	Federal Highway Administration
<b>GIS</b> .....	Geographic Information System
<b>GMA</b> .....	Growth Management Act
<b>FWHCA</b> .....	Fish and Wildlife Habitat Conservation Area
<b>HUD</b> .....	U.S. Department of Housing and Urban Development
<b>LID</b> .....	Local Improvement Districts
<b>LOS</b> .....	Level of Service
<b>NGPA</b> .....	Natural Gas Policy Act
<b>OFM</b> .....	Washington State Office of Financial Management
<b>PUD</b> .....	Public Utility District
<b>RCRA</b> .....	Resource Conservation and Recovery Act
<b>RCW</b> .....	Revised Code of Washington

**RTPO**.....Regional Transportation Planning Organization

**SEPA**.....Washington State Environmental Policy Act

**UGA**.....Urban Growth Area

**ULID**.....Utility Local Improvement District

**WAC**.....Washington Administrative Code

**WDOE**.....Washington Department of Ecology

**WSDOT**.....Washington State Department of Transportation

**WUTC**.....Washington Utilities and Transportation Commission

APPENDICES REFERENCED

Franklin County Transportation Plan, as amended

Franklin County Park & Recreation Plan, as amended

Benton-Franklin Solid Waste Plan, as amended

Columbia Basin Ground Water Management Area Plan (GWMA PLAN)

Franklin County Economic Development Plan, as amended

Cycling Tri-Cities Map, a bicycle guide map, prepared by the Benton-Franklin Council of Governments in collaboration with Franklin County, Benton County, Pasco, Kennewick, Richland, West Richland, Tri-Cities Visitor and Convention Bureau, and the BFCG Bicycle Advisory Committee, and the Tri-Cities Bicycle Club, as amended